CENSUS BUREAU PLANS FOR CONDUCTING CENSUS IN TERRITORIES AND OUTLYING AREAS

HEARINGS

BEFORE THE

SUBCOMMITTEE ON CENSUS AND POPULATION

OF THE

COMMITTEE ON POST OFFICE AND CIVIL SERVICE HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

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CENSUS BUREAU PLANS FOR CONDUCTING CENSUS IN TERRITORIES AND OUTLYING AREAS

TUESDAY, JULY 5, 1988

U.S. HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, DC.

The subcommittee met, pursuant to call, at 10:30 a.m., in the Little Theater, Classroom Administration Building, University of the Virgin Islands, St. Thomas, Virgin Islands, Hon. Mervyn Dymally presiding.

Mr. DYMALLY. Good morning.

I am living testimony that L.I.A.T. does work; from Antigua to St. Kitts to St. Martin and the Virgin Islands, on time. So let me not hear you criticize me any more.

My name is Mervyn Dymally. I am Chairman of the Subcommittee on Census and Population of the Committee on Post Office and Civil Service.

First, we are very pleased to have the Governor with us this morning.

I want to thank him for taking time out of his busy schedule to be with us today.

I would like to begin our hearing this morning by thanking my good friend and your Representative in Congress, Congressman Ron de Lugo, for his assistance and cooperation in arranging this hearing.

I know he has canceled some very pressing arrangements to be here with us today, and we are very thankful.

At some point he will have to leave us if the meeting runs past noontime.

Mr. de Lugo is a member of the House Committee on Post Office and Civil Service, which is the parent committee of my subcommittee.

This morning we will hear testimony on the plans for conducting the 1990 census in the Virgin Islands.

Today's hearing is the beginning of a series of hearings my subcommittee plans to hold on the Census as it relates to territories and outlying areas.

It is our intention to travel to Puerto Rico for a hearing tomorrow, then American Samoa and Guam later in the year.

The subcommittee hopes to look into the unique manner in which the Census is taken in the Virgin Islands, identify problems

associated with the process, and consider possible improvements to the Census.

I am aware of the ongoing consultations between the Bureau of the Census and the Inter-Agency Working Group on the Census. I hope this hearing will afford them the opportunity to share with all of us their findings and plans.

The decennial census on population and housing, which is taken every ten years, is the most thorough method for gathering information in our country.

Data collected by this census is used to reapportion seats in the House of Representatives, redraw congressional district boundaries, guide the distribution of Federal dollars, improve Government programs, and assist governmental response to public needs, not to mention the use of data in marketing and academia.

For these reasons, which are among the many uses of census data, I find it critical to obtain the most accurate counts possible.

In addition, I find it just as important to make these available at the earliest feasible time.

I understand that the territories and outlying areas have had serious problems with the release of their data after the census is taken.

In instances I am aware of, data was provided five years later. That is inexcusable.

These are the types of issues which the subcommittee hopes to hear testimony on this morning.

With that said, I would like to thank and welcome our witnesses.

I now turn to my friend, Congressman de Lugo.

Mr. DE LUGO. Thank you, Mr. Chairman.

It is a great pleasure to welcome you again to the Virgin Islands.

I must tell you when I ran into you the first time in the halls of Congress, I heard that little bit of a twang, and I felt like I was home.

Phil Burton said, "That is Merv Dymally, former Lieutenant Governor of California. He is originally from Trinidad."

From the time I have known Merv Dymally in Congress, he has taken a special interest in the affairs of the people in the Caribbean. That is good for all of us, and very good for our country.

I think that our country doesn't realize what a great area we have got here in the Caribbean and what great friends of our country we have residing in the island nations of the Caribbean.

It is indeed a pleasure to welcome the Subcommittee on Census and Population to the Virgin Islands.

This hearing will encourage the Census Bureau to become more sensitive to the needs of the outlying areas and to expend greater efforts to assist the territories in conducting the 1990 Census.

As you are aware, Mr. Chairman, the Census population figures are vital for Federal assistance programs, long-term planning information, historical data, and a host of other important information accumulation functions.

Because the territories rely heavily on Federal assistance, the accuracy of the population figures becomes even more crucial for our home.

As such, it is imperative that every effort be made to ensure that all residents of the territories are counted.

I know this is a special concern of yours. I want to say that it is a great comfort for me to see the head of the Census here, Dr. Keane.

Dr. Keane, it is good to have you with us. I know that you will see that the type of focus that we need for this area will be achieved.

Based on our experience in the 1980 Census, the Virgin Islands Inter-Agency Working Group, appointed by the governor to coordinate the territory's activities with those of the Census Bureau, has made some excellent suggestions of ways to improve the process and I endorse those recommendations.

I know the governor will be addressing some of those, as will Dr. Mills.

In addition, the group has raised several concerns, which I share, and I would like to discuss a few of those at this time, Mr. Chairman, if that will be in order.

In order to ensure maximum participation in the process and to collect relevant information which will be useful to the Government of the Virgin Islands, it is imperative that adequate planning be done.

I understand that the Virgin Islands has yet to receive a draft proposal of the outreach plan for the territory.

This statement was written a few days ago. That was my understanding then. This was promised in May of 1987.

Mr. Chairman, it stands to reason that the State or Territory that will be administering the questionnaire, compiling the data and carrying out the mandate of the Census, should have adequate time to prepare and educate its residents in order to do an effective job.

We cannot afford to wait until the last minute as was done in 1980 and then put something together which gives inadequate and inaccurate information to our people.

In addition, it seems to me that the outreach plan as well as the questionnaire should be a coordinated effort between the Census Bureau and the local agency designed for that purpose.

If this is done, I believe the results will be greater local participation and enthusiasm, which will make us all proud of our efforts.

As I stated, the Virgin Islands heavily depends on Federal assistance to meet basic health, education and other social needs.

I know the chairman is particularly sensitive to this.

Without accurate population figures, our ability to compete for Federal funds which are based on population figures will be severely hampered and our residents will be denied assistance to which they would otherwise be entitled.

The law provides for annual publication of current data on total population characteristics.

With our transient population here in the territory, it is vital for us to maintain an accurate count of the number of residents to which we must cater with our scarce resources and our limited infrastructure.

I understand that annual updates take place in each of the 50 States, but this is not being done in the Virgin Islands and I would welcome an explanation as to why the territories are apparently being treated differently than the 50 States.

Mr. Chairman, this brings me to a point of equal concern, that is, the time frame for getting the results.

I understand that the Inter-Agency Working Group has been notified that they should not expect to receive any results from the Census Bureau until 1993, while the other States can expect their results within a 9-month period in accordance with the law.

Again, Mr. Chairman, why the difference?

If the States can get their results within a 9-month period, I fail to understand why the small territories, which should take less time to process, cannot likewise expect timely results.

Three years is simply unacceptable.

I cannot accept that a Federal agency with access to the most modern technology cannot develop or tailor a computer program to compile and record information for the territories.

Furthermore, the suggestion that special programs would have to be developed to compile the special information for the territories, which is expensive, and whose cost might have to be borne by the territories, runs contrary to the purpose and function of the Census Bureau.

What good is information if it is not available in a manner in which it could be utilized to assist a local jurisdiction in its planning efforts?

To suggest that to accomplish this important function is "too much of a bother" is an indictment of the ability of the agency to live up to the very function for which it was established.

I would hope these concerns of mine will be knocked down during this hearing, and my concerns will be laid to rest.

There are other important concerns and questions, Mr. Chairman that I am sure will be raised by the Governor, his interagency working group and the president of the legislature.

My comments, however, are not intended to convey the impression that the Bureau has not been doing its job. I am only suggesting that greater local input is needed and must be given if we are to be successful in our mandate, as such. I think that it is important, and I will request that this subcommittee, request a quarterly report from the Bureau advising it of the progress that it is making in planning the 1990 census for the outlying areas.

As chairman of the Subcommittee on Insular and International Affairs with jurisdiction over the territories, I look forward to working with you and the Census Bureau in resolving some of the problems that are being brought to your attention today. Again, I appreciate your interest and concern.

Thank you Mr. Chairman.

The Chair has requested that I introduce the Governor. That is always a pleasant duty. Thank you.

We have with us this morning the Governor of the Virgin Islands, Hon. Alexander Farrelly.

Governor Farrelly, whom I have known since boyhood, and who has been an outstanding citizen of our Territory, brings a wealth of knowledge to his job. This is knowledge that he acquired in the private sector and in the Government sector as a U.S. attorney and as a territorial judge, as a very successful lawyer, and as a father and a member of the community of St. Croix and a member of the community of St. Thomas. He also knows enough to go to St. John on

the Fourth of July. Governor Farrelly is a well-rounded Virgin Islander, who, Mr. Chairman, I have the pleasure of introducing to the committee.

Mr. DYMALLY. We now have the privilege of hearing the Governor.

I want to join with my friend, Congressman De Lugo, in welcoming the Governor. It is not often this committee has the privilege in listening to the Governor. In my experience, this is the first one. We are most delighted that he has taken time from his schedule to be with us today.

STATEMENT OF HON. ALEXANDER FARRELLY, GOVERNOR, THE VIRGIN ISLANDS

Mr. FARRELLY. Mr. Chairman, Congressman De Lugo, our own Congressman, members of the Census Bureau, ladies and gentlemen, it is always a pleasure for me to appear before a congressional committee, but particularly those in which the chair is held by good and trusted friends and colleagues.

As the Congressman said, I had the good sense to be in St. John yesterday. It made me overlooked most by compunction, the meeting of the Caribbean Community Common Market, which I dearly wished to attend but simply could not. So I have to depend on the Chair to give me a private meeting as to what took place yesterday.

My administration, as it is known, has committed itself to strategic development process of the Virgin Islands through rational planning. In this context we are keenly aware of the situations and need for reliable demographic and economic data for these islands. We therefore view the decennial census process as an important aspect of our development program. My office has certainly supported the planning and activities for the 1990 census, and we will continue to do so because of the benefits which are to be derived from a successful census.

The primary advisory group in the Virgin Islands which informs my office of census related matter is the Interagency Working Committee established by the Office of the Governor in March of 1986 at the request of the Bureau of Census. Its present membership includes representations from departments and agencies throughout the government.

In 1987, I nominated the University of the Virgin Islands to conduct the 1990 census of population and housing. I also nominated the university to serve as a data center.

My testimony today, I wish to comment on five issue areas which, if addressed in a timely way, would not only help to improve the process of census data collection, but would also ensure that the Virgin Islands benefits from the census products.

I would like to emphasize, I will reemphasize that my administration recommends that the decennial census of population and housing is an extremely crucial instrument for the collection of data about the Virgin Islands community primarily because it is the sole source of many demographic and economic data.

Moreover, the majority of government programs in the Virgin Islands are tied to Federal programs which require census data in order to be funded.

Within the Virgin Island government, we rely on census data for the development of departmental budgets, for infrastructural development and of course for planning. In working with the Census Bureau, one of our fundamental concerns which affects all of the issues that follow is that we are treated very differently from the states with regard to Title XIII, United States Code Census.

Our interpretation of sections 141, 181, 184, and 191 would include the Virgin Islands in any schedules for data collection processing and dissemination as specified by Congress for the states.

If the Bureau of Census does not share our interpretation of Title XIII, we strongly recommend to the Subcommittee on Census and Population that the Census Bureau be mandated to read, "States and Outlying Areas", wherever the word state appears in the application of the provision of Title XIII.

We are particularly sensitive to the long periods of silence when there appears to be no activity taking place in our behalf. In this regard we further request that this distinguished subcommittee enjoin the Census Bureau to provide the office of the Governor of the Virgin Islands with periodic updates, specifically at least once every four months of plans and actions taken in the interest of the Virgin Islands.

I now, with your permission, state five areas of concern. One, the 1990 census outreach program experienced from 1980 has shown that in the absence of adequate resource commitment, proper organization and timeliness of launching the outreach program, the willingness of the public to participate in the census is reduced.

In their final report of 1980 census in the United States Virgin Islands prepared by the administrative operations supervisor, he wrote, quote, "a notable shortcoming of the outreach program was the lack of printed material geared specifically to the Virgin Island environment." In view of the information gathering, I recommend the following: One, that the Bureau of the Census move expeditiously to implement plans for the 1990 outreach program, and that it set itself a proper goal of launching this program on a much more timely basis than it did in 1980.

Two, that the material to be used in the Virgin Islands outreach program be developed specifically for the Virgin Islands. Three, that in the preparation of outreach material, adequate opportunity be given to local personnel to provide input. Four, geography of data collection. In the 1980 census, field operations studied the weakest link in the data collection process.

All of the officially prepared census maps had to be abandoned in favor of hurriedly produced local maps. While we continue to hear about the unique capabilities of the computer system known as TIGER, topologically interpreted geographic and coding and referencing system that is being implemented in the United States, the Virgin Islands has yet to see a single product of this new mapping system as it relates to our census geography in 1990.

Another case we think of insensitivity on the part of the Census Bureau relates to the adoption imposed on the Virgin Islands in block numbering areas, BNA's, for data collection in 1990. In 1978, the Virgin Islands was asked to abandon the quarterly system used previously in favor of enumeration districts. In 1985, without prior consultation or inquiry, the Virgin Islands was simply told that the

enumeration district was no longer the unit of census data collection, and it had to adopt BNA's for 1990. The Virgin Islands would have preferred to adopt tracts just as Puerto Rico has done for some of its geographic areas.

In this regard we therefore ask that the Bureau of the Census in making decisions that significantly affect our census geography include Virgin Islands personnel in the consideration of options with adequate time given to study these choices and to select the option we feel is most suited to our needs.

Questionnaire content of processing. The issue of the content of the Virgin Islands questionnaire and the contents of the plans relating to that questionnaire is one of the most important we would like to bring to the attention of this distinguished subcommittee. We are particularly concerned about this issue because it is one area in which the evidence shows that the Census Bureau is not meeting its responsibilities to the Virgin Islands. This joint issue is largely accountable for the fact that despite repeated request of Virgin Islands officials, including the delegate to Congress, the Virgin Islands did not receive its complement of 1980 census tabulations and publications until 1985. The fundamental reason, the content of the questionnaire is so important is that it is directly linked to processing plans, plans which determine the timeliness of census products.

To date we have had no firm information that the Census Bureau has decided on the processing plans necessary to deliver census products to the Virgin Islands on a timely basis.

Another activity that delayed the delivery of the 1980 census products was the coding of the Virgin Island questionnaire on the mainland. We set, we see no reason the coding of the 1980 questionnaire should not take place in the Virgin Islands.

I further recommended that the 1990 census questionnaire be in the Virgin Islands, that firm processing plans for the 1990 questionnaire be made expeditiously, and that a schedule for processing of a questionnaire be drawn up, and that every effort be made to have the timing of the delivery of census data products more consistent with that of the United States. That a decennial planning division pursue with the decennial operations division the internal organization plans which call for the establishment and operation of a processing branch dedicated to handling the data of the outlying areas.

Tabulation and publication schedule. Not only has there consistently been a delay in releasing decennial census tabulations for the territory, but some tabulations available to the States have not been on table for the territory, bearing in mind that many of data are collected only once in 10 years. Thus, our need to know our population and other economic categories have changed, becomes more pressing. One reason that prevents the Virgin Islands from maximizing the usefulness of the census data is our inability to take advantage of most census tabulations as all of the States do. This disadvantage prevents us from submitting current or recent data for Federal programs, and in a number of cases, we are unable to benefit from sharing Federal funds that are available.

Additionally, information for local planning not contained in the published tabulations may be lost because the cost of requesting

specialized tabulations from the Census Bureau is, as known, very prohibitive. I thus recommended, one, that the outlying areas processing branch within the census operation division be required to handle request for post census specialized tabulations at minimum cost to the territory, two, that in planning new tables for the 1990 census data, the interagency working committee be requested to give its participation in other programs.

Information from the census which is conducted once every 10 years is deficient for strategic planning and for annual reporting to the several Federal agencies that require local data. However, we are now taking the initiative to plan the conduct of a demographic survey to update the 1980 census data. This activity is being considered as an annual event similar to the current population survey on the mainland which is conducted monthly. It is our plan to have the Census Bureau involved in this activity not only to share its experience and expertise in these kinds of surveys, but also to maintain consistently with census data methods.

If the Federal Government sustains the cost of the current population survey, it appears reasonable to ask for federal assistance in establishing this local effort on an annual basis. At present the Bureau is legally obliged to provide annual estimates of population for the outlying areas. The estimated provided for the Virgin Islands are not as good as they could be because of the deficiency in the data used to make those estimates.

Our initiative in implementing an annual demographic survey would provide the data to enhance the methodology of estimate population and projection. I therefore recommended, one, that the Bureau of the Census assist the Virgin Islands in the conduct of its planed annual demographic survey by providing at the minimum the experience and expertise of its associated divisions.

Two, that the quality of population projections for the Virgin Islands be improved. Three, that the Virgin Islands data be included in more census data publications which are prepared for the United States.

Finally, I wish to say that although much progress has been made to data compared with the preparation for the 1980 census, much remains to be done. We are particularly concerned that we have not received any information on the plans for an outreach program, nor do we know what decisions have been made to process our 1990 data on a timely basis. We thus look forward to a tabulation and publication schedule that represents a substantial improvement over that of the 1980 census. We further anticipate the act of assistance of the Census Bureau in implementing our initiative for an annual demographic survey in the Virgin Islands.

We certainly appreciate, Mr. Chairman, the opportunity to bring to your distinguished subcommittee our concerns about the 1990 census and its implications for the Virgin Islands.

[The statement of Gov. Alexander A. Farrelly follows:]

Testimony presented to

THE SUBCOMMITTEE ON CENSUS AND POPULATION

by

Alexander A. Farrelly, Governor
United States Virgin Islands

I formally submit this testimony to the Subcommittee on Census and Population for the record.

The primary advisory group in the Virgin Islands which informs the Office of the Governor on census-related matters is the Interagency Working Committee. This Committee was established by the Office of the Governor in March, 1986 at the request of the Bureau of the Census. The Interagency Working Committee is currently chaired by Dr. Frank Mills of the University of the Virgin Islands. Its present membership includes representatives from: the Department of Economic Development and Agriculture, the Department of Education, the Department of Health, the Department of Housing, Parks and Recreation, the Department of Human Services, the Department of Labor, the Department of Planning and Natural Resources, the Office of Management and Budget, the Police Department, the University of the Virgin Islands, and a private consultant.

In 1987, I nominated the University of the Virgin Islands to conduct the 1990 Census of Population and Housing, and I also nominated the University to serve as the State Data Center. My administration is prepared to be supportive of census-related activities, as we are fully aware of the need for reliable demographic and economic data in our long-term development strategy of these islands. I wish to point out that our Interagency Working Committee has had good working relations with the Bureau of the Census, with notable support from Deputy Director Louis Kincannon, Decennial Planning Division Chief Susan Miskura, and her Assistant Division Chief Pat Berman.

The substance of my testimony is presented in five topical areas below. These issues relate to the 1990 census outreach program for the Virgin Islands, the geography of data collection, questionnaire content and processing plans, data tabulation and publication schedule, and participation in other Census Bureau programs. Before doing so, however, I wish to make the following prefatory remarks.

Preface

My administration recognizes that the decennial Census of Population and Housing is an extremely crucial instrument for collecting data about the

Virgin Islands community, primarily because it is the sole source of many demographic and economic data. Moreover, the majority of government programs in the Virgin Islands are tied to federal programs which require census data in order to be funded. Within the Virgin Islands government, we rely on census data for the development of department budgets, for infrastructure development, and for planning. As a Territory, culturally diverse from the mainland United States, and as a place where tourists contribute significantly to the population at any given time, special issues arise regarding the collection of population and economic data.

In working with the Census Bureau, one of our fundamental concerns which affects all of the issues that follow is that we are treated very differently from the states with regard to *Title 13, United States Code: Census*. (See Appendix A.) Our interpretation of Sections 141, 181, 184 and 191 would include the Virgin Islands in any schedules for data collection, processing and dissemination as specified by Congress for the states. If our interpretation of *Title 13* is not correct, we strongly recommend to the Subcommittee on Census and Population that the Census Bureau be mandated to read "States and Outlying Areas" wherever "States" appears--except in obvious situations, e.g., apportionment--in the application of the provisions of *Title 13*.

While there has been a marked improvement in communications since 1980 between the Census Bureau, particularly the Decennial Planning Division, and the Virgin Islands, these links can be further strengthened. We are particularly sensitive to the long periods of silence when there *appears* to be no activity taking place relative to the Virgin Islands. In this regard, we further request that the Subcommittee enjoins the Census Bureau to provide the Office of the Governor of the Virgin Islands with periodic updates--specifically, at least once every four months--of plans and actions taken on behalf of the Virgin Islands.

I present below five topical areas of concern, which, if addressed in a timely way, would not only help to improve the process of census data collection, but would also ensure that the Virgin Islands benefits from the census products.

I. 1990 Census Outreach Program

The principal objective of the census is to achieve an accurate and complete count of all the people in the Virgin Islands in 1990. Experience from 1980 has shown that in the absence of adequate resource commitment, proper organization and timeliness of launching the outreach program, the willingness of the public to participate in the census is reduced. A letter from the Decennial Planning Division dated May 5, 1987 informed us that: "We are planning an outreach program for the 1990 Census of the Virgin Islands... We expect to have a draft proposal in the near future." More than one year later, the Virgin Islands has not received the draft proposal of the outreach plans.

In 1980, the preponderance of generic material salvaged from the stateside outreach program did little to encourage the administrators of the census in the Virgin Islands. In a report entitled "Final Report of the 1980 Census in the U.S. Virgin Islands" prepared by the Administrative Operations Supervisor, he wrote: "*A notable shortcoming [of the outreach program] was the lack of printed material geared specifically to the Virgin Islands environment*". While it was possible to adopt many of the reports, announcements, briefs and flyers for local use, the total absence of material printed for the Virgin Islands census did not pass unnoticed by the public."

In view of the foregoing, I submit these recommendations:

1. That Bureau of the Census move expeditiously to implement plans for the 1990 outreach program, and that it set itself an appropriate goal of launching this program on a much more timely basis than it did in 1980.

2. That the material to be used in the Virgin Islands outreach program be developed specifically for the Virgin Islands.

3. That in the preparation of outreach material, adequate opportunity be given to local personnel to provide input.

II. Geography of Data Collection

In the 1980 census, field operations constituted the weakest link in the data collection process. All of the officially prepared census maps had to be abandoned in favor of hurriedly produced local maps. While we continue to hear glowing reports about the unique computer system known as TIGER--Topologically Integrated Geographic Encoding and Referencing system--that is being implemented in the states, the Virgin Islands has yet to see a single product of this new mapping system as it relates to the Virgin Islands in 1990. On March 12, 1988 the Interagency Working Committee convened to meet with Mr. Roland Moore, Associate Director of the Census Bureau. The status of the 1990 maps was raised with him, and he promised that someone from the appropriate Census Bureau office would contact us with an update. To date the Virgin Islands has not received any further information. This shortcoming has increased our anxiety that we are not sharing the benefits of improved technology in our census data collection as the states are.

Another case of insensitivity on the part of the Census Bureau relates to the adoption imposed on the Virgin Islands of Block Numbering Areas (BNA's) for data collection in 1990. In 1978, the Virgin Islands was asked to abandon the quarterly system used previously in favor of enumeration districts (ED's). The former Planning Office expended much effort in establishing these, including obtaining the approval of the Virgin Islands Legislature. In 1985, without prior information, consultation, or

knowledge that a choice between BNA's and tracts was possible, the Virgin Islands was simply told it had to adopt BNA's for 1990. The Virgin Islands would have preferred to adopt tracts, just as Puerto Rico has done for some of its geographic divisions. At least three problem areas have been created for the Virgin Islands with the adoption of BNA's.

First, there is no guaranteed historical comparability with ED's established in 1980, and even less with the quarter system of 1970. Second, the boundaries of BNA's can now be split by census subdistricts (or MCD's) established in 1980, or by places. Third, there is no expressed commitment by the Census Bureau to retain BNA's in the year 2000. There is then the real possibility that the Virgin Islands will be again asked at that time to adopt another mode of geographic data collection.

In this regard, we request that the Bureau of the Census, in making decisions that significantly affect our census geography, include Virgin Islands personnel in the consideration of options, with adequate time given to study these choices and to select the option we feel is most suited to our needs.

III. Questionnaire Content and Processing

The issue of the content of the Virgin Islands questionnaire, and the processing plans related to that questionnaire, is one of the most important we would like to bring to the attention of this Committee. We are particularly concerned about this issue, because it is one area in which the evidence shows that the Census Bureau is not meeting its responsibilities to the Virgin Islands. This joint issue is largely accountable for the fact that, despite repeated requests of Virgin Islands officials, including Delegate to Congress de Lugo, the Virgin Islands did not receive its complement of 1980 census tabulations and publications until 1985. The best information we have to date relative to the 1990 census data is that instead of five years, receipt of these products is not likely to take more than three years! We do not find that acceptable.

From 1985 until the present, the Census Bureau and personnel of the Interagency Working Committee have been engaged in attempting to deal with this problem. Until very recently, we were told by the Bureau of the Census that only if the Virgin Islands adopted the identical questionnaire used by the states could we expect our processed data more expeditiously than in 1980, and this only after the data of all the states had been processed. The additional attractiveness of this option was that it would permit special tabulations which would not otherwise be possible, except at great cost to the Virgin Islands. Despite considerable misgivings about the wisdom of this approach because of the loss of important local data for historical comparability as well as loss of data that only the census provides, the Virgin Islands tentatively agreed to this plan. More rational thinking prevailed and the Interagency Working Committee decided, in the best long-term interests of the Virgin Islands, to modify the mainland questionnaire by dropping those data items that are of no value to

us, and by collecting those that we need and for which we have no other source.

One fundamental reason the content of the questionnaire is so important is that it is directly linked to processing plans, which determine the timeliness of census products. An internal Census Bureau memorandum of December 10, 1985 states that "Delays in the 1980 data products were caused by processing, not content problems. We have been assured by Decennial Operations Division that if questionnaire differences can be identified early enough in the decennial process, modifications can be easily incorporated into the programs...without sacrificing the timeliness of the data products." Despite this, we have no firm information that the Census Bureau has decided on the processing plans necessary to deliver census products to the Virgin Islands on a timely basis.

Another activity that delayed the delivery of the 1980 census products was the coding of the Virgin Islands questionnaires. This was carried out in Laguna, California. We see no reason the coding of the 1990 questionnaires should not take place in the Virgin Islands. The questionnaires can be coded here more expeditiously, and a higher level of accuracy in the coding process can be maintained since Virgin Islanders would know more about the subject matter than anyone else.

It is my further recommendation:

1. That the 1990 census questionnaires be coded in the Virgin Islands.

2. That firm processing plans for the 1990 questionnaires be made expeditiously, that a schedule for processing of the questionnaires be drawn up, and that every effort be made to have the timing of the delivery of census data products more consistent with that of the states.

3. That the Decennial Planning Division pursue with the Decennial Operations Division the internal organizational plans which call for the establishment *and operationalisation* of a processing branch dedicated to handling the data of the Outlying Areas.

IV. Tabulation and Publication Schedule

Not only has there consistently been a delay in releasing decennial census tabulations for the Territory, but some tabulations available to the states have not been obtainable for the Territory. The relatively small size of the population of the Virgin Islands has been given as one reason our census data get processed and published after those of all the states. We were also told that budget cuts further delayed the publication of our 1980 data.

It would seem that it is precisely because our population is relatively

small in size that we should get our census products much sooner! Our only information at present is that we will not get our published data later than 1993. Bearing in mind that many of our data are collected only once in ten years, our need to know how our population and other economic indicators have changed becomes more pressing.

One reason that prevents the Virgin Islands from maximizing the usefulness of its census data is our inability to take advantage of post-census tabulations as all of the states do. This disadvantage prevents us from submitting required data for federal programs, and in a number of cases we are unable to benefit from sharing federal funds that are available. In addition, information for local planning not contained in the published tabulations may be lost to us because the cost of requesting specialized tabulations from the Census Bureau is prohibitive.

The tabulations which are produced after each census often differ markedly from those of the previous census. These generally represent improvements. The Interagency Working Committee should be invited to participate in planning the content of these tables so that they would be of maximum benefit to our needs.

It is my recommendation:

1. That the Outlying Areas processing branch within the Decennial Operations Division be required to handle requests for post-census specialized tabulations (at minimum cost to the Territory).

2. That in planning new tables for the 1990 census data, the Interagency Working Committee be requested to give its input.

V. Participation in Other Programs

My administration firmly supports the census and related activities that generate quality data for planning. However, the information from the census which is conducted once in ten years is deficient for strategic planning and for annual reporting to the several federal agencies that require local data. In this regard, the Caribbean Research Institute of the University of the Virgin Islands, together with the Department of Planning and Natural Resources, has firm plans in taking the initiative to conduct a demographic survey to update the 1980 census data, and provide information in preparing for the 1990 census. This activity is being considered as an annual event, similar to the Current Population Survey on the mainland which is conducted monthly. It is our plan to have the Census Bureau involved in this activity not only to share its experience and expertise in these kinds of surveys, but also to maintain consistency with census data methods. If the federal government sustains the cost of the Current Population Survey, it appears reasonable to ask for federal assistance in establishing this local effort on an annual basis.

At present, the Bureau of the Census is legally obliged to provide annual

estimates of the population of the Outlying Areas. The estimates provided for the Virgin Islands are not as good as they could be because of the deficiency in the data used to make those estimates. Our initiative in implementing an annual demographic survey would provide the data to enhance the methodology of population estimation and projection.

The range of data products published for the states on the mainland are vast compared to those issued for the Virgin Islands. For example, the *Statistical Abstract of the United States 1988* contains over 1,400 tables, but only about 1.5% of these relate to the Outlying Areas. There are several other publications which are produced for the states, and which can be produced for the Outlying Areas also with minimal additional cost.

It is hereby recommended:

1. That the Bureau of the Census assist the Virgin Islands in the conduct of its planned annual demographic survey by providing at a minimum the experience and expertise of its associated Divisions.

2. That the quality of population projections for the Virgin Islands be improved.

3. That Virgin Islands data be included in more census data publications which are prepared for the states.

Summary

My administration shares the basic goal of the Census Bureau in wanting to count all the people of the Virgin Islands in 1990. Although much progress has been made to date compared with the 1980 census, much remains to be done. We are particularly concerned that we have not received any information on the plans for an outreach program, nor do we know what decisions have been made to process our 1990 data on a timely basis. We look forward to a tabulation and publication schedule that represents a substantial improvement over that of the 1980 census, and we further anticipate the active assistance of the Census Bureau in implementing our initiative for an annual demographic survey in the Virgin Islands.

APPENDIX A

The following relevant sections are taken from Title 13, United States Code: Census (1977)

Chapter 5.--CENSUSES

SUBCHAPTER II--POPULATION, HOUSING, AGRICULTURE, IRRIGATION, DRAINAGE, AND UNEMPLOYMENT

Section 141. Population and other census information

(a) The Secretary [of Commerce] shall, in the year 1980 and every 10 years thereafter, take a decennial census of population as of the first day of April of such year, which date shall be known as the "decennial census date"...

(b) The tabulation of total population by States under subsection (a) of this section as required for the apportionment of Representatives in Congress among the several States shall be completed within 9 months after the census date and reported by the Secretary to the President of the United States.

(c) ...Tabulations of population for the areas identified in any plan approved by the Secretary shall be completed by him as expeditiously as possible after the decennial census date and reported to the Governor of the State involved ... and basic tabulations of population of each ... State, shall, in any event, be completed, reported, and transmitted to each respective State within one year after the decennial census date.

(d) Without regard to subsections (a), (b), and (c) of this section, the Secretary, in the year 1985 and every 10 years thereafter, shall conduct a mid-decade census of population in such form and content as he may determine, including the use of sampling procedures and special surveys...

(g) As used in this section, "census of population" means a census of population, housing, and matters relating to population and housing.

SUBCHAPTER IV--INTERIM CURRENT DATA

Section 181. Population

(a) During the intervals between each census of population required under section 141 of this title, the Secretary, to the extent feasible, shall annually produce and publish for each State, county, and local unit of general purpose government which has a population of fifty thousand or more, current data on total population and population characteristics and, to the extent feasible, shall biennially produce and publish for other local units of general purpose government current data on total population. Such data shall be produced and published for each State, county, and other local unit of general purpose government for which data is compiled in the most recent census of population taken under section 141 of this title. Such data may be produced by means of sampling or other methods, which the Secretary determines will produce current, comprehensive, and reliable data.

Section 184. Definitions

For purposes of this subchapter--

(1) the term "local unit of general purpose government" means the government of a county, municipality, township, Indian tribe, Alaskan native village, or other unit of government (other than a State) which is a unit of general government...

SUBCHAPTER V--GEOGRAPHIC SCOPE, PRELIMINARY AND SUPPLEMENTAL STATISTICS, AND USE OF SAMPLING

Section 191. Geographic scope of censuses

(a) Each of the censuses authorized by this chapter shall include each State, the District of Columbia, the Virgin Islands, Guam, the Commonwealth of the Northern Mariana Islands, and the Commonwealth of Puerto Rico, and as may be determined by the Secretary, such possessions and areas over which the United States exercises jurisdiction, control, or sovereignty.

Mr. DYMALLY. I want to commend you for a well prepared, well researched and eloquently presented statement. The head of the Census Bureau is here. I am sure he will answer some of these questions if not today, at a subsequent hearing.

Could you, for the record, give us a one-liner on the interagency working group? Tell us what it is.

Mr. FARRELLY. I would defer that to my staff assistant, Dr. Frank Mills.

Mr. DYMALLY. Fine. Dr. Mills will be testifying.

Mr. FARRELLY. Could you direct that question to him?

Mr. DYMALLY. We thank you for coming, Governor.

Mr. DYMALLY. Our next witness is Dr. John Keane, Director of the Census Bureau.

STATEMENT OF DR. JOHN G. KEANE, DIRECTOR, BUREAU OF THE CENSUS

Dr. KEANE. Thank you, Mr. Chairman. Good morning to you and to your colleague, Congressman de Lugo.

I am pleased to be here today to report on the plans for the 1990 census in the Virgin Islands. Census day will be here April 1, 1990. This will be the seventh decennial census of the U.S. Virgin Islands. We have included the Islands in each decennial census beginning with the 1930 census. We take very seriously our commitment to help the government of the U.S. Virgin Islands to conduct an accurate and a timely and confidential census. This is because census data will be put to many important uses here, as they are elsewhere.

The Governor of the Virgin Islands has appointed the University of the Virgin Islands to coordinate decennial census activities. The university is also the Census Data Center for the Virgin Islands. We have enjoyed working with the Governor; Dr. Arthur Richards, president of the university; and Dr. Frank Mills of the University's Caribbean Research Institute in planning the 1990 census here.

As in past censuses, we plan to provide materials for conducting the 1990 census (maps, questionnaries, instructions, training materials, and office supplies); appoint a census adviser to work with the locally appointed census project manager; and process and publish the data. The Governor will appoint a census project manager who will be responsible for recruiting and training staff, handling appointments and payrolls, locating space and equipment, submitting regular reports to us on the status of the census, mounting publicity campaigns, reviewing post-census counts, and shipping the completed census forms to our designated processing office. We cover the costs of these activities. Our census adviser where will help the local census project manager train personnel, provide technical advice on procedures, and certify payroll and other cost reports.

I will discuss four topics today: (1) planning, (2) questionnarie content and data products, (3) data collection, and (4) promotion.

Census Bureau staff have met directly with Virgin Islands officials since 1985 to plan the 1990 census. On March 7, 1985, the Virgin Islands, Department of Commerce and Census Bureau staff

organized a local public meeting in Charlotte Amalie similar to those we held stateside.

To assist in early planning for the census of the Virgin Islands, Dr. Frank Mills joined the Census Bureau staff for a temporary appointment in 1985 and 1986 at our headquarters in Suitland, MD. We very much appreciate his contributions to our planning efforts.

In early 1986, the Virgin Islands Department of Commerce, at our request, organized an Interagency Working Group with representatives from governmental agencies in the islands. We requested the formation of this group to make proposals on questionnaire content.

In June 1986, the Deputy Director and other Census Bureau staff met here with the Interagency Working Group to discuss its recommendations on the questionnaire.

Our staff developed proposed questionnaires based on these meetings and returned again in March 1988 to hold further discussions on the questionnaire.

Next, I will discuss the census questionnaire content and data products. All housing units will receive a questionnaire similar to the stateside sample questionnaire containing detailed inquiries. We are working to finalize the questionnaire this summer.

We need final comments from officials here by August 1. I should interject for you, Mr. Chairman, and for the governor, that the letter I signed on July 1, it is likely not here yet with the whole holiday intervening. It should be here this week. That will have the proposed questionnaire content affixed to it.

The questionnaire planning meeting held here in June 1986 and in subsequent correspondence from officials here, we were advised that we should plan to use the stateside long form questionnaire in the Virgin Islands with very minor changes.

In 1980, we used a substantially different questionnaire in the Virgin Islands than stateside, and this contributed to delays in tabulation and publication of data for the Virgin Islands. This was because data were processed for the States first and then modifications were made in software, tables and documentation to process the Virgin Islands census questionnaires.

We expected the 1990 Virgin Islands questionnaire to be very similar to the stateside questionnaire. At the meeting here this March, we learned that several changes to the questionnaire are needed to meet data needs in the Virgin Islands. We are incorporating these suggested changes in the final questionnaire. I will review some of the planned differences between the Virgin Islands and stateside questionnaires. We plan to submit the questionnaire to the Office of Budget and Management in October and have a final clear questionnaire by the end of the year.

For example, we have been asked to delete the categories "Eskimo" and "Aleut" from the race question, and replace the category for Mexicans on the Hispanic origin question with a category for Dominicans. We have been asked to add "consensually married" as a category to the marital status question, and to change the place of birth question to obtain the name of the island in the U.S. Virgin Islands. We would also change the examples given in the questions on ancestry and language spoken at home.

On the questions concerning mode of transportation to work, it is suggested we replace the category "bicycle" with "safari or taxi bus" and add "ferry or water taxi." In addition, we have been asked to make modifications to the questions on migration, type of building, source of water, farm residence, and costs of fuels and utilities; to include a question on type of cooking fuel that we have dropped from the stateside questionnaire; and to include a question on whether a household purchases water from a vendor. We would exclude from the Virgin Islands questionnaire the stateside question on heating fuels.

The data products will be similar to those for the States. That is data will be issued on computer tape; in printed reports, and on microfiche for the first time, we will delineate census blocks for all the States, Puerto Rico, the U.S. Virgin Islands, and other outlying areas. Census blocks are the smallest geographic areas for which data are tabulated in the census. The U.S. Virgin Islands participated in a program to update maps and to delineate groups of blocks, which are also used as data tabulation areas.

Since the questionnaire for the Virgin Islands will be different from that for the States, we must examine alternatives for expediting the tabulation and publication of data. We share your concern and that of officials here about the need for the timely release of data products. We are now assessing various options and will let you know when we have completed our assessment.

Third, I will discuss data collection procedures.

We will prepare procedural manuals and training guides for use by the locally hired census staff. The census will be conducted using a door-to-door method here in the Virgin Islands. Census enumerators will visit each housing unit or other place of residence and conduct a direct interview with a knowledgeable householder.

As a check on the accuracy of the 1990 census, the census office will conduct an advance listing of a sample of housing units. These advance listings will be matched to the enumerators' listing as a way to check on the completeness of their work.

We also will advise the census officials here on how to conduct a program for review of the census counts by local officials. That is a preliminary step to look at the preliminary counts before they become final and disseminated as such.

My final topic is the promotion of the 1990 census. Public cooperation is the cornerstone of a good census, here as in the States. Without public cooperation, the U.S. Virgin Islands could not have a complete count and we would not be able to produce accurate data in a timely manner. A creative and ambitious promotion campaign is essential if we are to have good public cooperation.

For the 1990 census, we plan to support a multifaceted promotion campaign in the Virgin Islands. We will provide promotional materials such as posters, brochures, and pamphlets to the census office here. In addition, we have planned promotion projects involving the media, schools, religious organizations, and a number of government agencies.

We are exploring the possibility of developing a public service advertising [PSA] campaign directed to the Virgin Islands public. The PSA's would run on television and radio and in newspapers.

We plan to prepare a census education project for use in the U.S. Virgin Islands in 1990. The objective of this project is to generate awareness, understanding, and appreciation of the role of the census among students, their teachers, and parents. We are developing a set of teaching materials and will ask education officials here to review them and promote their use in the schools.

We also recommend the establishment of a religious organizations project to urge the public to cooperate with and participate in the census. Religious organizations can help in distributing promotional materials, recruiting candidates for temporary census jobs, and providing space for testing and training census workers.

The local government can also play a vital role in promoting the census, and we will work closely with it. We plan to ask local officials to form complete count committees or use existing mechanisms to generate publicity.

That covers the decennial census. I would like to close with a report on our 1987 economic and agriculture census. We collected data here for the economic census from business establishments in February by personal interviews. The agriculture census is being conducted here this month. Data for both censuses are being processed in our processing office in San Juan. We expect to issue the first data products for the U.S. Virgin Islands around the end of this year.

With the help and collaboration of the government of the U.S. Virgin Islands, we have had successful economic censuses here and we expect to have a successful agriculture census too. I am confident that working together we can make the 1990 Census of Population and Housing here a success as well.

Mr. DYMALLY. Congressman de Lugo.

Mr. DE LUGO. Thank you, Mr. Chairman.

Dr. Keane, it is a pleasure to have you here in the Virgin Islands. I would like to ask you a few questions based on the testimony that you have presented to the committee.

You stated in your testimony that you are working to finalize the questionnaire this summer, and will need final comments from officials here by the first of August.

Inasmuch as it is already July 5, when do you expect to get that questionnaire to local officials? Is that the questionnaire that is attached in the letter that you signed on July 1 to the Governor?

Dr. KEANE. Yes, it is. I hate to use the expression, being in the government, that it is in the mail. But it is in this case.

Mr. DE LUGO. We are on that committee. That could be a problem, too.

Dr. KEANE. If you don't hear shortly from us, we will certainly be in touch for certain this week.

Mr. DE LUGO. All right. Is three weeks adequate time for comments on the questionnaires? How do you feel?

Dr. KEANE. I think I would like to return, how long do you feel you need here in the Virgin Islands? We have been working with each other for over 2 years now.

Mr. MILLS. May I respond?

Mr. DYMALLY. Our only problem is the tape. Could you hold out until we come back to you, yes?

Dr. KEANE. I should remind all of us that we are driven by deadlines. The process is the Department of Commerce clearance of the questionnaire and then to the Office of Management and Budget. We need to get working on that. But perhaps there is a little give in the schedule.

Mr. DE LUGO. I am not advocating that the time be moved back, but my concern is that there be adequate input from the Virgin Islands on the questionnaire.

I think that would be tremendously helpful in getting the type of material that the Census Bureau is seeking to acquire.

Dr. Keane, as stated in my testimony, I am extremely concerned about the timeliness of published data products. I feel that 3 years is definitely too long of a gestation period. Nine months for the States and 3 years for the little outlying territories. This material is so important to us.

Is there any reason why the territories can't get this material in the same timely fashion as it is made available to the States?

Dr. KEANE. There are technical reasons. But I can assure you that we will be approximately 2 years earlier with the final report on the Virgin Islands than we were in the 1980 census. That was, I understand, 1985 was the last one. The last one would come out in 1993, as it is currently planned.

Mr. DE LUGO. You are telling the committee it was 5 years in 1980. It is only going to be 3 years for the Virgin Islands in 1990?

Dr. KEANE. Remember, there are a lot of reports in the States that don't come out until quite a bit later too from the census.

Mr. DE LUGO. By law you have to provide this material to the States within nine months.

Dr. KEANE. We have to give the counts and the apportionment counts included to the President by December 31 of 1990, and to the State Governors by April 1 of 1991. That isn't all the detail, of course.

Mr. DE LUGO. But that same material is not made available to the territories until 1993, if I understand you correctly. For the life of me, I don't understand——

Dr. KEANE. We are confusing the initial counts, I think, with the end of all the processing and dissemination of data, which, of course, would include the population and housing characteristics in detail with the initial counts.

Mr. DE LUGO. Then, when would the Virgin Islands get its initial count? The State Governors receive their initial count in April of 1991.

Dr. KEANE. We don't know right now. The reason we don't know is we are not sure yet of the final questionnaire. Therefore, we are not sure whether or not processing might have to be done in San Juan or in the States. The difference being that if it involves keying of the data, it will have to go to San Juan.

If it involves filming of the questionnaires, it would have to go to the stateside processing center.

Mr. DYMALLY. Would the gentleman yield?

Mr. DE LUGO. Certainly, Mr. Chairman.

Mr. DYMALLY. Mr. Keane, I am curious. I am wondering if you could tell us, what are the problems in giving the data to the Virgin Islands at the same time you give it to the Governors of the

mainland States? Are there some logistical, mechanical problems you have?

Dr. KEANE. Lourdes, would you come down and join us, please. While she is coming, this is a valued colleague of mine.

Mr. DE LUGO. Becoming more valuable by the moment.

Dr. KEANE. This is Lourdes N. Flaim of the Decennial Planning Division of the Census Bureau.

Would you restate your question, please, Mr. Chairman?

Mr. DYMALLY. My curiosity is aroused by the lateness of the delivery. If the stateside Governors can get population information by April 1, 1991, why is it that the territories have to wait 2 years? Some mechanical problems you face?

Ms. FLAIM. By law we have to provide the counts for the 50 States by April 1. For logistic purposes we process them first since the public law does not apply to Puerto Rico and to the territories.

Mr. DYMALLY. What if we amend the law this year to require you to do it? Can you do it?

Ms. FLAIM. We would have to assess what needs to be done. Basically, we have a schedule that brings outlying areas and Puerto Rico right after the States for the delivery preliminary figures, which is total counts. When we are talking about an overall schedule, we meant, one that went all the way to 1985, this represents all the reports. We started with the first one which was Number of Inhabitants published in 1982 which gives you general population counts. That will be done earlier.

Mr. DYMALLY. I am not so sure I quite understand what is the cause of it. You say the law doesn't mandate you to do it. Therefore, you don't comply with the stateside law. There must be some reason in addition to the law why you don't do it.

Ms. FLAIM. Technically the questionnaire is different. We will have to modify our programs to be able to process the data for the Virgin Islands.

Dr. KEANE. We have to use different software and we have to use other different procedures. We can't use the same approach that we use in the 50 States.

Mr. DE LUGO. Mr. Chairman, that brings us to the editing question. In 1980, the census questionnaires were edited in California. The census plans to have the editing done now in Puerto Rico. Is there any reason why the 1990 questionnaire cannot be edited in the Virgin Islands as suggested by Governor Farrelly?

Ms. FLAIM. For the States, we plan to have seven processing offices throughout the country. This means that for example, Alaska will probably be processed in California. In each processing office they will be processing many States.

Last time we only had three processing offices, one in California, and two in the east. One reason why the Virgin Islands and Puerto Rico were processed in California was because the questionnaires were different, and also the coding of the questionnaires for Puerto Rico involved some translated entries.

All the outlying areas were taken to be processed in the California office that did about half the country more or less. This time the choice for the Virgin Islands processing is either one of the seven processing offices stateside or in Puerto Rico where we are planning to have a processing office.

If that is so, we could get input from the Virgin Islands for the coding of those questionnaires.

Mr. DE LUGO. Well, what is taking place right now simply underlines the importance of these hearings that you are holding, Mr. Chairman.

I certainly want to compliment you on the fact that you are scheduling hearings also in Guam and American Samoa. As you know, I chair the Subcommittee on the Insular Areas and International Affairs. It is clear what has happened here. The law states that those reports have to be in that specific time for the states and the District of Columbia.

And, of course, as on so many of those things, if it is not spelled out specifically in the law, then those who have a lot of work to do, they are going to put the territories on the back burner.

I think you put your finger on the problem. I would like to work with you in identifying some legislation that is moving so that we can amend the law and see that these reports are gotten in a timely fashion by law to these offshore areas.

Let me point out, as the Governor has pointed out, these reports are possibly, if anything, more important to these territories than they are even to the States that have other resources to determine what their needs are. We don't have all the resources that a sophisticated State has. We need these figures in developing all of our requests for the Federal Government, for the Federal programs and for meeting our needs.

It puts us at a distinct disadvantage. I would like to say to the Chair that I would like to work with the Chair in identifying some legislation that is moving and correct this problem.

Mr. DYMALLY. Mr. de Lugo, I want to offer you a deal that you can't refuse. If you come with me to American Samoa and Guam, I will call for the bell tomorrow. I know you want to accompany the chairman to Guam and Samoa in December.

Mr. DE LUGO. Taking into consideration the year that it is, we will have to determine when it is you make this trip, whether I can accompany you or whether I will be otherwise engaged.

Dr. KEANE. None of those 50 states you are talking about has the luxury that the Virgin Islands has. None of those can get a separate question of any kind on a questionnaire. Despite their resources, as you point out, there isn't a resource available in any of the States, with the possible exception of Massachusetts and Kansas, which do their own census. They don't have block data of the details. So they really don't, this is the only source of information.

For instance, none of the States could get cooking fuel question or marina fees or purchase of water questions, which seem to be likely to be asked here in the Virgin Islands. So they do not have that luxury. That is one of the many reasons why the delay here, because of the different questionnaire.

Mr. DYMALLY. Dr. Keane, given the improvement in the technology from 1980 to 1990, I have reduced the delay from 5 to 3 years. Could we not then reduce it some more?

Dr. KEANE. We will try. We are certainly going to reduce it. That is not an issue here. I hope everyone understands that. It should be reduced, and it will be reduced.

Coming out at the same time as the States, when there are understandable differences, desired differences here, we can't use the same procedures in processing that we will the 50 States.

Mr. DE LUGO. Dr. Keane, will TIGER be used in the Virgin Islands? If not, why not?

Dr. KEANE. Yes.

Mr. DE LUGO. I understand the Virgin Islands was never informed it had a choice between BNAs and tract for data collection, but was simply told it would have to use BNA while it would have preferred to use tract as is being done in the sister island of Puerto Rico.

Are you familiar with this? Is the Virgin Islands committed to using BNA at this time? Can it change to the tract system? If so, will the change at this time be a cause for any further delay of the process?

Ms. FLAIM. Mr. Chairman, the difference on why we use BNA as opposed to census tract is based on criteria one depending on the population. The Virgin Islands is much smaller than Puerto Rico. For a tract to be delineated it has to have a certain minimum amount of population, and number of housing units.

In the case of the Virgin Islands, I am not exactly sure, but many of the areas may not meet that criteria for tracts. That is why we used instead block numbering areas, which are very similar to the tracts but do not have the same criteria with respect to number of housing units.

For specific information, we will provide information on the exact criteria to the subcommittee.

Mr. DE LUGO. Are there any personnel in the decennial planning division from the outlying areas, particularly the Virgin Islands? If not, are there efforts being made to attract such individuals?

Dr. KEANE. There are efforts being made to attract people from the outlying areas. We would like all segments of the population that we count to be represented in the planning for the count.

I don't believe there are any from the Virgin Islands now at the Census Bureau. Dr. Mills was there from 1985 through 1986.

Mr. DE LUGO. Is there a specific branch of the decennial planning division which concentrates solely on the needs of the territories? I understand there is an internal organizational plan which calls for the establishment of a processing branch dedicated to handling the data of the outlying areas. Is that correct?

Dr. KEANE. That would be the one in Puerto Rico.

Mr. DE LUGO. I mentioned in my testimony the need for an annual update on the census as provided by law. Are there any reasons why this cannot be done in the territories as it is being done in the states?

Dr. KEANE. You are talking about annual estimates of population?

Mr. DE LUGO. Yes.

Dr. KEANE. I thought we did. We have annual estimates here.

Mr. DE LUGO. I have requested that the committee request your agency have a quarterly report as to the progress of your plans for conducting the 1990 census for the outlying areas. Are there any reasons why your agency could not comply with such a request? I also understand that this is being done for Puerto Rico.

Dr. KEANE. There are none, and you shall have it as of the third quarter of this year.

Mr. DE LUGO. Those are my questions at this time, Mr. Chairman.

Mr. DYMALLY. Dr. Keane, I want to reserve the right to submit some of my questions in writing, as I usually do, to you. You will have a little work to do when you go home.

Dr. KEANE. May I make one final comment?

Mr. DYMALLY. Yes.

Dr. KEANE. I am here because you are here and Congressman de Lugo is here. If you are showing that much interest, then that is why I have come here. I would like to emphasize that to you, Governor, also.

I don't know, Census Bureau directors have come here in the past. Whether they have or not is immaterial to me. This is helpful to me to see and hear your concerns firsthand.

Mr. DYMALLY. Dr. Keane, we really appreciate your coming down here and, your joining us in Puerto Rico, also. I know you are going to join us in American Samoa and Guam along with my friend, Mr. de Lugo.

Dr. KEANE. If I had any doubts, I don't have any now.

[The following information was furnished for the record in response to the subcommittee's request:]

1990 Census of Population and Housing

GUIDELINES FOR DELINEATING CENSUS TRACTS AND BLOCK GROUPS

Issued June 1985

U.S. Department of Commerce
Malcolm Baldrige, Secretary
Clarence J. Brown, Deputy Secretary
Sidney Jones, Under Secretary for
Economic Affairs

Bureau of the Census
John G. Keane, Director

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E. LOCAL PARTICIPATION IN THE CENSUS TRACT PROGRAM

1. Organizing a Census Statistical Areas Committee

The existence of an active, local census statistical areas committee is vital to the 1990 Census Tract Program. The Census Bureau does not have sufficient knowledge about the development of an area, its communities, patterns of association, and other pertinent characteristics to determine the most useful or usable boundaries for census tracts. Nor can the Census Bureau undertake the many other tasks that a local group performs best, such as encouraging organizations to tabulate local data by census tracts for statistical comparison.

A census statistical areas committee consists of interested individuals representing a wide variety of public and private agencies and organizations in their community. Some of the agencies, private organizations, and associations that support census statistical areas programs include: city, county, and regional planning agencies; councils of government, chambers of commerce, boards of education, local housing authorities, health departments, and welfare agencies; county clerks, and boards of election; citizen and neighborhood organizations; organizations representing minority groups; law enforcement agencies; colleges and universities, social agencies and religious organizations; real

estate boards, banks, savings and loan associations, and insurance companies; newspapers; public utilities, advertising agencies, marketing research groups; local chapters of organizations such as the American Marketing Association, the American Statistical Association, and the American Planning Association; state highway departments and public transportation authorities.

The Census Bureau requires that all committees maintain an open membership policy. We prefer that a committee consist of at least five individuals who represent more than one agency in the community. In multicounty areas, the committee should include a representative from each county (or county equivalent) with census tracts. In addition, each census statistical areas committee must designate a census statistical areas key person. The "key person" serves as the liaison between the Census Bureau and the local committee. To avoid any misunderstandings, the key person prepares or transmits the census statistical areas committee correspondence to the Census Bureau.

The Census Bureau sends all relevant correspondence and other work materials to the key person for distribution to committee members as appropriate. At times, the Census Bureau will need answers to questions concerning the committee's proposals on very short notice. We assume that when the Census Bureau requires an immediate response the key person is authorized to act on behalf of the committee. If the individual selected as key person retires, changes jobs, moves from the area, or for other reasons no longer can serve as key person, the committee is responsible for selecting a replacement. The Census Bureau does not recognize the position of key person as a part of the official duties of a position within an agency or organization; the key person is the individual selected by the committee and retains the position until the committee selects a successor.

In many larger, multicounty areas, experience has shown that a separate working subcommittee for each county can handle the census statistical areas work more effectively than the entire committee. In a typical situation, a small working subcommittee prepares the preliminary recommendation using Census Bureau criteria and guidelines. Each member of the full committee is given an opportunity to review and discuss all preliminary proposals and to make recommendations for modifications. The Census Bureau assumes that the full committee approves all census tract recommendations submitted for use in the census.

2. Assistance from the Census Bureau

A newly formed census statistical areas committee may request that someone from the Census Bureau's regional office attend the organizational meeting to answer questions and outline the anticipated Census Bureau programs. The Census Bureau's regional office geographic staff will answer questions concerning census tracts and provide the guidance and assistance required to develop a new census tract proposal or to

modify an existing census tract plan. They will not develop the proposal for the committee; that is a census statistical areas committee responsibility.

3. Census Tract Criteria

In order that census tract data will be useful to as many interested individuals and agencies as possible, the Census Bureau is providing specific criteria to use in the delineation of census tracts, their review, and subsequent revision.

a. Census Tract Coverage

Establishment of census tracts is on a "whole-county" (or county equivalent) basis; that is, census tracts cover entire counties. The county line always is a census tract boundary.

b. Census Tract Boundary Requirements

(1) Feature Requirements

Census tract boundaries follow permanent, visible features, such as streets, roads, highways, rivers, canals, railroads, high-tension power lines, and so forth. Some physical/visible features make better census tract boundaries than others, and the same type of feature can make an excellent boundary in one instance and an extremely poor one in another.

Rivers, large streams, canals, lakes, and other bodies of water make good census tract boundaries because they generally limit access from one area to another and rarely change location. Other features that limit access between areas, such as interstate and other major highways, railroad tracks, and high-tension power lines, also make good census tract boundaries. In some instances, however, a water or street feature unifies a community; for example, a lake forming the core of a recreational housing development or a "through" street in a subdivision. In these circumstances, the census statistical areas committee should include the development around a lake or on both sides of a major street in one census tract.

Census tract boundaries normally follow the center line of streets, roads, highways and other such features. However, in the case of divided highways, the committee must take care to avoid bisecting commercial rest areas or other development located in the median strip. The same applies to large commercial, residential, or office buildings constructed in the "air-rights" area over highways. In general, census tract boundaries should go through the center of rivers, reservoirs, and other bodies of water rather than following a shoreline. Do not bisect islands with a census tract boundary.

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Property lines of parks, golf courses, industrial plants, railroad yards, defense installations, large institutions, airports, and so forth are acceptable census tract boundary features if they are marked by fences or otherwise clearly demarcated on the ground and will not change. The committee can use high-tension power transmission lines, telephone lines, or pipelines with cleared right-of-ways in sparsely settled areas where other features are lacking. Fire trails, jeep trails, off-road vehicle trails, and other such features also are acceptable as census tract boundaries in rural/wilderness areas if they are locatable in the field, permanent, and no other visible features are available to form appropriate boundaries. In addition, the Census Bureau accepts the crests of well-defined mountain ridges, the rims or bases of sharply defined steep escarpments, cliffs, or bluffs, as census tract boundaries if they are not crossed by roads, they do not have any settlements or housing along them, and an enumerator can locate them.

(2) Political Boundaries as Census Tract Boundaries

The primary function of census tracts is to provide the data user community with meaningful data tabulation units that have stable geographic boundaries. Through stability of boundaries, census tracts provide a means of comparing small area data from one census to another; not only for those people and agencies represented on the committee, but for general purpose data users, such as academic researchers, state and Federal agencies, and so forth.

In some instances, political boundaries may meet the Census Bureau's requirements for use as census tract boundaries. Appendix B lists each state and provides information as to the acceptability of political and statistical area boundaries within each. These requirements are:

(a) Stability. Corporate limits normally are not acceptable as census tract boundaries. They may meet the stability criterion if they are conjoint with an adjacent place or for other reasons cannot change legally through annexation or detachment. Note that even under these circumstances, corporate limits may change because of governmental consolidations, land exchanges, or boundary re-interpretations.

The stability of minor civil divisions recognized in the decennial census, such as the townships in the Midwestern states or the towns in the New England states, varies from state to state. In many states the minor civil division boundaries generally are stable but may change if an

incorporated place annexes across it. In the New England states the minor civil division (town and township) boundaries are extremely stable and are well known. The Census Bureau encourages the use of minor civil division boundaries as census tract boundaries in the New England states.

(b) Locatability. Minor civil division boundaries that are stable also must be locatable in the field. The precise location of the boundaries of minor civil divisions that have no legal or administrative functions often are not known locally. If the boundaries are not posted and/or residents are not aware of the minor civil division in which they reside, the Census Bureau will not accept these minor civil division boundaries as census tract boundaries.

(c) Visibility. The boundaries of other political or administrative units, such as city wards, school districts, fire districts, water districts, tax districts, commissioner's districts, and so forth, are not suitable as census tract boundaries except where they coincide with visible features shown on the maps. The census statistical areas committees generally should not suggest these as census tract boundaries because they are subject to periodic boundary revisions, often follow nonvisible features, and do not provide good homogeneous socioeconomic tabulation units.

(3) Existing Statistical Area Boundaries as Census Tract Boundaries

The Census Bureau uses the boundaries of census county divisions (CCDs) for decennial census data tabulation purposes in 20 states where minor civil divisions either do not exist or are not suitable for data tabulation. These states are: Alabama, Arizona, California, Colorado, Delaware, Florida, Georgia, Hawaii, Idaho, Kentucky, Montana, New Mexico, Oklahoma, Oregon, South Carolina, Tennessee, Texas, Utah, Washington, and Wyoming. Census subareas in Alaska and census subdistricts in the Virgin Islands serve the same purpose.

The Census Bureau recommends that the census statistical areas committee use the census county division, census subarea, and census subdistrict boundaries as census tract boundaries where they meet the visible feature census tract boundary requirements. The use of census county division boundaries as census tract boundaries is detailed in Section F2.

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(4) Feature Extensions

Where there are no visible features available, the Census Bureau will accept a nonvisible line as a census tract boundary for a short distance provided it does not cut through buildings and is locatable in the field. The feature under consideration for extension must have a specific, visible ending point. Where the end point of the feature is not locatable nor visible, as may occur with some drainage features, an extension from that feature is not acceptable. Extensions should not exceed 300 feet in length. If a longer extension is required to complete a census tract boundary, the Census Bureau requires justification for its approval.

Acceptable nonvisible lines are:

(a) Short feature extensions to the side of a nonaddressable feature, such as a railroad or water feature.

(b) Short feature extensions into water areas.

(c) Lines through water areas connecting two shore features.

(d) Short feature extensions connecting two features.

All extensions must terminate at nonaddressable features, may not cross other features (that is, they must terminate at the first feature they come in contact with), and must be a straight line projecting at an angle of 180 degrees from the feature.

A member of the census statistical areas committee must either field check these boundaries or review them using aerial photography or USGS or equivalent quadrangles and find them to be easily locatable before the census statistical areas committee submits them to the Census Bureau as proposed census tract boundaries. The committee must certify that these nonvisible features can be located in the field, and provide the name of the verification source or the date of the field check for each nonvisible boundary. (See Section F7 or G10 Transmitting the Census Tract Plan to the Census Bureau.)

c. Census Tract Population/Housing Unit Size Requirements

At the time the census statistical areas committee defines the census tracts they should contain between 2,500 and 8,000 inhabi tants (1,000 to 3,000 year-round occupied housing units) with an average population of 4,000 (1,500 housing units). The Census Bureau discourages the delineation of census tracts with fewer than 2,500 residents (1,000 housing units) because:

(1) Experience with sample variability shows that 2,500 is a good minimum base for use in tabulating data collected on a sample basis. Much of the available decennial census data is collected on a sample basis. The smaller the population size of a census tract, the less reliable the statistics. Additionally, the lower the population, the greater the likelihood that the Census Bureau will suppress the data to protect the confidentiality of respondents.

(2) The opportunity to delineate block groups for the 1990 census provides the ability to obtain data for smaller areas without making them census tracts.

(3) Each additional census tract adds to the cost of tabulating the statistics.

The census statistical areas committee should not interpret the 4,000 population average requirement to mean that each census tract must have 4,000 inhabitants. Rather, the Census Bureau requires most census tracts in a county (or county equivalent) have a population of between 2,500 and 8,000 inhabitants.

Committees frequently urge the Census Bureau to approve census tracts with very low population counts on the grounds that the social and economic characteristics of the residents of a particular area differ significantly from the characteristics of the residents of the surrounding area. The Census Bureau will recognize a few such low population census tracts if they clearly define unique enclaves, provided that the average population size for all census tracts in the area is 4,000. As an alternative the committee should consider representing these very small enclaves as block groups.

Conversely, some census statistical areas committees suggest census tracts with more than 8,000 inhabitants where the population is homogeneous and there is no need or benefit in further subdividing the area. The Census Bureau normally accepts such proposals. The following section outlines other exceptions to the size criteria.

d. Special Areas

(1) Central Business Districts

An exception to the population requirement is made for central business district (CBD) census tracts. In past censuses the Census Bureau recognized central business district census tracts in cities having a population of 50,000 or more and those designated as central cities of standard metropolitan statistical areas (currently

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metropolitan statistical areas or primary metropolitan statistical areas). Once established, the boundaries of the central business district census tract(s) generally remained fixed for subsequent economic censuses.

A central business district generally is an area of very high land valuation characterized by a high concentration of retail businesses, service establishments, offices, hotels, and theaters; it is an area of high traffic volume and generally is nonresidential in nature. Not all central cities or other cities with a population of 50,000 or more have an area that the committee considers to be a central business district. A census statistical areas committee often identified a business district as a separate census tract for cities not meeting all the criteria described above. Although the Census Bureau does not provide special tabulations from the economic censuses for these census tracts many census statistical areas committees find this approach useful.

(2) Institutional and Military Areas

An institution (penitentiary, college, residential school, hospital) or an active military installation qualifies for definition as a separate census tract if it has 1,000 or more year-round residents. The census statistical areas committee can designate such areas as census tracts or make them separate block groups if they have visible boundaries.

If the committee does not designate a permanent institutional area, such as a prison or military installation, as a separate census tract, the large institutional population could distort the data for the census tract in which it is located. Many government agencies and other data users need to exclude these population groups when studying distributions or in program management. Moreover, most business firms prefer to exclude institutional populations when determining potential markets.

e. Socioeconomic Characteristics of Census Tracts

When first established, census tracts should comprise, as far as practicable, a population having similar socioeconomic and housing characteristics. For instance, it is not desirable for a committee to establish a census tract that includes both an area of expensive homes and an area of low income housing because the average statistics for the census tract as a whole will not reflect the typical conditions of either group. Similarly, the census statistical areas committee should include a housing develoment built as a unit within a single census tract.

Another important consideration is whether or not the proposed census tract defines an area that is distinct from adjoining areas. The census statistical areas committee should not propose a census tract which includes a grouping of two or more small communities several miles apart or section a city arbitrarily into pieces consisting of 4,000 inhabitants just to meet the population guidelines. The committee should consider the interaction among inhabitants within a census tract or a group of census tracts for services such as shopping, schools, churches, libraries, recreational facilities, or access to small business establishments. For example, residents of a subdivision on the north side of a large river would tend to do their everyday shopping on their side of the river; the same would be true for a subdivision directly across the river (that is, on the south side of the river). The river is an excellent choice for a census tract boundary because it limits access from one side to the other and because it separates two distinct communities.

While limited access highways function in the same manner, not all streets or roads make good lines of demarcation. Residents in a subdivision spanning two sides of a road tend to use that road to reach their destinations. Thus, the road may serve as the unifying, not the dividing, feature.

f. Geographic Size and Shape

The total land area within a census tract is of minor importance. In densely populated areas, census tracts may be very small in size geographically, while those in rural areas may be very large. The size and shape of a census tract is less important than the choice of stable, visible boundaries and socioeconomic homogeneity. Nevertheless, for operational reasons the census statistical areas committee should avoid establishing census tracts with panhandles, "L" shapes, dumbbells, and other elongated or irregularly shaped areas as much as possible.

g. Census Tract Numbering

The census statistical areas committee must number census tracts uniquely within county or county equivalent, and the numbers should be unique within metropolitan statistical area (MSA) or primary metropolitan statistical area (PMSA). The basic census tract number is comprised of no more than four (4) digits, although ultimately it may have a two-digit decimal suffix added if the committee splits the census tract at a later date. The range of acceptable census tract numbers is from 1 to 9499; the Census Bureau reserves numbers of 9500 and greater for Block Numbering Areas (BNAs).

The Census Bureau may recommend a range or series of census tract numbers to the census statistical areas committee to avoid duplication with adjoining counties. The committee must number census tracts using a separate series for each county where there are multiple counties in the metropolitan statistical area (MSA) or primary metropolitan statistical area (PMSA). For example, County A with census tract numbers in the 100 series, County B in the 200 series, and so forth.

1990 Geographic Areas Programs

1990 Census of Population and Housing

GUIDELINES FOR DELINEATING BLOCK NUMBERING AREAS AND BLOCK GROUPS

Issued July 1985

U.S. Department of Commerce
Malcolm Baldrige, Secretary
Clarence J. Brown, Deputy Secretary
Sidney Jones, Under Secretary for Economic Affairs

Bureau of the Census
John G. Keane, Director

* * * * * * * * *

E.) BLOCK NUMBERING AREA CRITERIA

1. Size

Technical limitations and data release considerations dictate certain size requirements.

a. The number of census blocks (the mapped polygons assigned separate census block numbers) within a BNA must not exceed 873. For purposes of estimating the number of blocks within a potential BNA, assume that all polygons formed by physical features shown on the map will be separate census blocks. Where the number of blocks exceeds the maximum allowed, the Census Bureau will revise or split the BNA, or restrict the number of polygons held as seperate census blocks.

b. The optimum size for a BNA is 1,500 housing units. Insofar as possible, a BNA is not to have fewer than 600 housing units (see Sections E.3, E.4, and E.7 for exceptions), and must not exceed 3,000 housing units.

c. A BNA should not exceed one thousand square miles in area except in extremely remote areas.

d. The number of BGs within a BNA must not exceed nine per BNA and each BG must contain 97 or fewer blocks. The criteria for delineating block groups appear in Chapter Two.

2. County (and County Equivalent) Boundaries

Block numbering areas must "nest" within counties (and county equivalents). County (and county equivalent) boundaries are always BNA boundaries. Appendix A lists the county equivalent areas that the delineating agency must recognize as BNA boundaries.

3. Other Political Boundaries Acceptable as BNA Boundaries

In the New England states, New York, and Pennsylvania, the BNA boundaries may follow MCD (and MCD equivalent) boundaries. In Puerto Rico, BNA boundaries may follow barrio and subbarrio boundaries. In the Virgin Islands, the BNA boundaries may follow census subdistricts. Appendix B lists the political boundaries that the Census Bureau will accept as BNA boundaries.

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In other states, the BNA boundaries may follow political boundaries only if the political boundary follows an otherwise acceptable feature (see items 5, 6, 7, and 8 below.)

4. Statistical Area Boundaries

In states with Census County Divisions (CCDs) (see Appendix C), the CCD boundaries must be BNA boundaries where they meet the BNA boundary criteria unless the number of housing units for the CCD is less than 250. In this case the delineating agency must combine two or more CCDs to form one BNA. If a CCD boundary does not meet the BNA boundary criteria, the BNA boundary should approximate the CCD boundary by following the nearest visible feature and the CCD boundary must be adjusted to the same feature.

In areas with 1980 BNAs, the delineating agency can use the 1980 BNA boundaries for the 1990 BNA proposal if the BNA boundaries meet the 1990 boundary criteria.

5. Other Primary Features Acceptable as BNA Boundaries

The boundaries of BNAs must follow physical and cultural features that are highly visible, permanent, and easy to locate in the field. The following features are acceptable as BNA boundaries; they appear in order of preference:

a. Shorelines of major water bodies
b. Interstate and other limited access highways
c. Improved streets and roads
d. Perennial streams at least one mile long
e. Railroads
f. Canals and aqueducts
g. High voltage transmission lines
h. Aboveground pipelines
i. Unimproved roads
j. Intermittent streams

6. Secondary Features Acceptable as BNA Boundaries

The following types of features are acceptable as BNA boundaries only in areas where the features listed in Item 5 above are not available to bound BNAs.

a. Prominent ridgelines
b. Fencelines
c. Trails (4WD, horse, foot, fire, and so forth)
d. Clearly marked property lines
e. Alleys
f. Other visible features

7. Special Land Use Area Boundaries Acceptable as BNA Boundaries

American Indian reservations, military installations, major prison facilities, universities, and other special residential areas can be separate BNAs if they meet all other BNA criteria. (Special areas with group quarters require a minimum population of 600 instead of the minimum 600 housing units.) The property lines of these special areas can be BNA boundaries if they are well known, marked on the ground (preferably fenced), and permanent. The boundaries of areas not specifically designated for residential use, such as state and national forests and parks, may be BNA boundaries if 1) they are visible (locatable on the ground), 2) they tend to be stable, and 3) no other features are available. Such special land use areas, however, should not be separate BNAs if they do not meet the other BNA criteria.

8. Using Feature Extensions as BNA Boundaries

Where no visible feature is available to complete a BNA boundary, the delineating agency may use a "feature extension." A feature extension is an imaginary line that extends from the end of a visible feature and meets the following requirements:

a. It is a straight line extension from the end of a visible feature.
b. It does not cross a visible feature or other extension.
c. It terminates at a feature that does not have the potential of having housing units along it.
d. It follows a "line of sight" (an individual must be able to stand at one end of the extension and see where it ends).
e. The extension does not exceed 300 feet.

9. Shape

The land area within BNAs should be compact and contiguous. (The delineating agency can make an exception when combining islands that do not meet the BNA criteria with adjacent shore area.) The use of visible features as boundaries, however, takes precedence over maintaining a compact shape. For example, a panhandle or dumbbell shape is preferable to the use of a nonphysical feature that would make the BNA more uniform in shape.

10. Accessibility

Road access is necessary to all land area (except islands) within a BNA from any given point within the BNA. Consider using major physical features, such as rivers or interstate highways, that are bridged infrequently, as BNA boundaries.

11. Geographic and Socioeconomic Characteristics

Although BNAs provide the framework for 1990 block numbering, the Census Bureau plans to use them for tabulating sample data at the

subcounty level in areas without census tracts. With this in mind, the delineating agency should consider the geographic and socioeconomic characteristics of the area in the delineation process, provided these characteristics do not conflict with other BNA requirements.

a. Rural areas

Because of the low population density in rural areas, it can be difficult to delineate BNAs based on the socioeconomic characteristics (race, income, housing characteristics, and so forth) of the population. We recommend that the delineating agency consider other factors, such as those listed below, in developing the BNA plan.

(1) Market areas: A small market center generally has insufficient population to be a free standing BNA separate from the surrounding rural area, but it can serve as a focal point in establishing a BNA plan. Delineate each such community and its surrounding service area(s) as a separate BNA if it meets all other delineation criteria.

(2) Physical barriers: The terrain of an area can restrict access and create well defined communities. Delineate areas with a transportation network interrupted from the remainder of the county by a significant physical barrier as a separate BNA if it meets all other BNA delineation criteria. For example, a mountain ridge or major river may split a county in two.

b. Urban areas

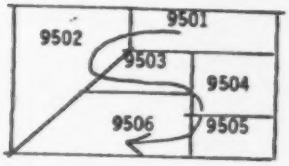
Wherever the BNA criteria allow, use BNAs to separate larger communities from their immediate surrounding areas in order to distinguish predominantly urban or developed areas from rural areas. Consider both the socioeconomic characteristics and development pattern within these urban centers in the development of the BNA plan.

12. Numbering the BNAs

Number all BNAs uniquely within county using the number range of 9501 to 9989 (but do not use the numbers 9600, 9700, 9800, or 9900). Begin numbering in the northeast corner of each county and continue numbering consecutively in a serpentine manner. Do not obliterate features on the maps with the BNA numbers.

Example: Monocacy County

Number in a serpentine pattern beginning in the northeast corner.



Use one of the following methods to select a range of BNA numbers for each county.

a. Begin numbering in the northeast corner of a county with 9501 and continue numbering consecutively in a serpentine manner. For example, if there are eight BNAs in the county, number them 9501 through 9508. Start numbering in the next county in the northeast corner with 9601 and continue numbering consecutively in a serpentine manner. Continue the numbering in each county, beginning with the BNA numbers ending in 01. After reaching 9901, begin numbering again with 9501. Avoid numbering BNAs in adjacent counties with the same numbers.

b. Begin numbering in the northeast corner of a county with 9501 and continue numbering consecutively in a serpentine manner. For example if there are nine BNAs in the county, number them 9501 through 9509. Begin numbering in the northeast corner of the next county with 9510 and continue numbering consecutively in a serpentine manner. Continue numbering the BNAs in each county consecutively so that each BNA within the state has a unique number.

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ANSWERS TO WRITTEN QUESTIONS FOR DR. KEANE - JULY 5, 1988 ST. THOMAS, VI

1. At the hearing, Governor Farrelly of the Virgin Islands, as well as other witnesses, made a plea for quarterly reports from the Census Bureau on the progress of plans for the 1990 census. Will you be able to comply with this request?

   The Census Bureau will provide a quarterly report on the progress of plans for the 1990 Census of the Virgin Islands starting with the third quarter of this calendar year. Copies of this report will be provided to the subcommittee, as well as to Governor Farrelly, Mr. De Lugo, and the other witnesses.

2. There obviously is much concern in the Virgin Islands about the timeliness of the release of data relating to the territory. I would like to clarify your statements at the hearing. By when will the Virgin Islands receive its first data on overall population counts and block level population counts, which th States receive by December 31, 1990 and April 1, 1991, respectively?

   Since we had been informed in 1986 by then Governor Juan Luis of the decision of the Virgin Islands to adopt the stateside questionnaire with very minor modifications, we had planned to provide the initial data for the Virgin Islands as soon as we fulfilled our legal mandate to provide counts to the President by Dec. 31, 1990 and to the states by April 1, 1991. However, based on the recent recommendations for substantial changes to the stateside questionnaire to best serve the statistical needs of the Virgin Islands, we must reassess our plans for processing the Virgin Islands questionnaire and develop a schedule for the release of data products accordingly. We are in the process of developing the schedule for stateside data products for Department of Commerce review. Once this process is completed , we will develop the schedule for the Virgin Islands'data products. We hope we can supply this information to the Virgin Islands in the first or second quarterly report of 1989.

We would like to mention, however, that as a part of the program for local government review of preliminary figures, the government of the Virgin Islands could prepare population counts by block along with the preliminary housing unit and group quarters population before the local offices close and the counts become final. Although these figures would be preliminary, they could be used for planning purposes.

3. To clarify a question raised at the hearing, are annual and bi-annual reports on current population estimates published by the Census Bureau for the Virgin Islands and the other territories and outlying areas?

The Census Bureau publishes annual reports on current population estimates in one combined report for Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa and the Commonwealth of the Northern Mariana Islands. For 1986, the report was published in July 1987. The 1987 estimates are in the publication process now, and the report should be issued in September 1988.

Mr. DYMALLY. Thank you, very much.

Our next witness is the president of the Senate, Mr. Stridiron. Mr. President, will you identify yourself for the record?

STATEMENT OF HON. IVER STRIDIRON, PRESIDENT OF THE SENATE, LEGISLATURE OF THE VIRGIN ISLANDS

Mr. STRIDIRON. I am Iver Stridiron, president of the 17th Legislature. Let me first apologize, Mr. Chairman, for being tardy this morning. As usually happens on the first day back in the office, there were pressing matters in the office, personnel matters, that unfortunately, I had to address and address forcefully. Unfortunately, that took quite some time to do. However, I do appreciate the invitation to come before your subcommittee to testify. Of course, I must say good morning to our good, loyal Representative from the Virgin Islands, Congressman de Lugo.

I believe Congressman de Lugo is correct, that he may be otherwise occupied come the close months of this year with other matters dealing with reelection and that sort of thing. Of course, I saw Governor Farrelly and some of his staff. I say good morning to you as well,

As I indicated, I am Iver Stridiron. If I may, Mr. Chairman, I would like to read for you the contents of my review of the documents which are before us.

Mr. DYMALLY. Of course.

Mr. STRIDIRON. This is basically to give you my thoughts on the Census Bureau's plans for conducting the 1990 census on the territories and outlying areas.

I have carefully reviewed the content of the 1990 census questionnaire and the related documents on population and housing for the census of the Virgin Islands. I am impressed with the timeliness and effort which has gone into the preparation for the census on the Federal level by both this subcommittee and the Census Bureau, and the Governor's interagency working committee on the local level. I must tell you that I have had advanced information on the census as it relates to the issue of reapportionment, because on December 1, 1987, during an NBCSL conference in Hartford, CT, we were briefed on the census by officials of the Census Bureau.

I believe Dr. Keane may have been there. I am not certain if he was the one who presented a paper to us, but someone did. We learned much about the very real concerns that blacks and other minorities on the mainland have with regard to the upcoming census and the, what they consider to be the potential for an under count. There was much concern and much debate on that issue. However, the Virgin Islands, the experience of our local government as it relates to the census has been one whereby in the past, the census questionnaire and accompanying maps and procedures have simply been imposed upon the local government and our people with minimal or no input from local officials. One of the questions raised when I came in was whether or not there are any persons from the Virgin Islands in the Census Bureau. I believe the response was no.

There was some concern if Puerto Rico and some of the areas can have a representative working with the Census Bureau, perhaps we should also so there would be some sensitivity to the Virgin Islands experience.

The result of all of these matters sometimes is that we have minimal or no input from local officials. This results in poor, incomplete, and generally inadequate census counts, in my judgment. Therefore, it goes without saying that here in the Virgin Islands, although we may enjoy a minority territory relationship with the Federal Government, we are very much dependent on an accurate and timely reported census count. I emphasize the word reported because of our reliance on discretionary Federal dollars.

Accurate census counts are a key to our continued ability to justify our applications for Federal support, and it helps us to plan for the future, because of the continuous and uninterrupted flow of migrants to our shores, both from the U.S. mainland and the neighboring eastern Caribbean islands as well. As Senate President, I am particularly sensitive to these matters because as the first branch of government, most if not all appropriation decisions begin in the chambers of the legislature. I therefore welcome and commend you for convening this subcommittee meeting in the territory.

As I mentioned at the outset, my staff and I have reviewed the major documents relating to the 1990 census, including the document prepared by the Interagency Working Committee headed by Dr. Mills. I would like to take this opportunity to briefly comment on each of these documents separately, in addition Title XIII, of the United States Code, relating to the census was reviewed so I will offer comments on that law.

"1990 Census of Population and Housing, Virgin Island of the United States Virgin Islands: Questionnaire" The Interagency Working Committee of the U.S. Virgin Islands under the chairmanship of Dr. Frank Mills, has done a splendid job of analyzing and critiquing the proposed questionnaire and I endorse these recommended changes, which they set forth in a separate document.

However, I would like to suggest some further changes for your consideration. One, under question 4, page 2, I believe the category "East Indian" and "Middle Eastern" should be added. The reason is the diverse V.I. population is represented by many ethnic groups and over the past 10 years these two groups have become a significant part of our community, distinguishable from the group listed as Asian. I think it would be helpful as the enumerators go around for the term "East Indian" and "Middle Eastern" added.

Under the general question relating to housing, beginning with H-1 on page 3, I believe that cooperative housing developments should be included as an explicit housing type. More and more we are experiencing a trend toward the development of co-op housing, especially as it relates to former multiple public housing units being turned over to tenant ownership and management.

Also under Housing, I note that the questionnaire does not address a local housing situation wherein one resides on land leased or acquired from the government. This I believe needs to be addressed inasmuch as there is a growing movement on the part of

the local government to provide affordable housing through the leasing and sale of land to potential homeowners.

Government owned land to be leased out for farming and on which the farmer can build his principal dwelling is an example of this category of housing. If it is not included in the document, we may miss in the coming years a significant number of individuals who live and work in the Virgin Islands.

The enumerator questionnaire, I would like to reemphasize a point made by the Interagency Working Committee, namely the failure to include under the marital status questions, the status "consensually married." I agree with the committee that it is important to retain this category for continuity with the 1980 census for its sociological significance. Common law marriages of many years is a fact, though it is not recognized in law here in the Virgin Islands, except in certain instances. I believe that category should remain in the questionnaire.

With regard to Title XIII of the United States Code. In the past, the territory of the Virgin Islands has consistently received census data 3, 4, and in some cases 5 years after the count was taken. Yet, Title XIII, of the United States Code states that the count "shall be completed within 9 months after the census date and reported to the President". The count is then supposed to be delivered to the Governor of the entity involved, in this case Governor Farrelly as "expeditiously as possible." Well, Mr. Chairman, I must ask, is 2 to 4 years an expeditious delivery of the results of the count? I would suggest it is not. It has been reported to me that the Virgin Islands and other outlying areas are put at the back of the heap, behind all States, as it relates to the reporting of the census count. There was some discussion a moment ago between delegate de Lugo and the gentleman from the Census Bureau with regard to why that has happened. Frankly, in my judgment, this late reporting to the Virgin Islands is unacceptable. If anything, in my judgment, the Virgin Islands and the other outlying areas, because of our relative small size, should receive preferential treatment in the tabulation and delivery of the final count. Our economic viability depends to a great extent on the timely report of the census count. And it seems to me that because of our size, it can be done faster and perhaps should be done faster than the States.

On another matter, relating to Title XIII, Section 141 stipulates that the Secretary of Commerce shall annually and biannually publish and update current data on the total population and population characteristics of the affected community. Again, it has been reported to me that rarely, if ever, is the territory a recipient of such data. Though it is clear from my previous remarks that this information is vital to our economic and social well being. We would appreciate compliance with Title XIII, at the very least.

General comment, if I may, Mr. Chairman, it has been somewhat disconcerting to have recently learned that with regards to proposed changes in the questionnaire, Federal officials have taken somewhat of a cavalier approach as it relates to the Virgin Islands expressing sentiments that we are incompetent to input into questions which directly affect us. This subcommittee hearing would belie that. On the one hand, I am referring to the arbitrary decision to use the BNA—block numbering address—system to tabu-

late as opposed to the census tract or enumeration district system as used in the past. I would like those experts in the field to explain the difference between them and to suggest to us as to why there has been that change in my understanding, not only is the BNA system atypical to the Virgin Islands geography, although one of the persons who was here said this would be the best system for the territory, but I also understand it may be inconsistent with the past practice of collecting data, and that it may invariably create problems when one attempts to compare data from one census, perhaps between the year 1960 and 2000. With two systems in place, the comparison of data and the ability to make sound, or to take sound information and use it becomes almost impossible.

During the last census data was sent to California to be coded, and it has been suggested, to placate concerns from officials in the Virgin Islands, that for the 1990 census, the data should be forwarded to Puerto Rico. My question is, why can't that data be coded in the Virgin Islands? Certainly we can use the additional revenue or indeed create additional jobs. I believe we also do have the competence to do that. That is to do the coding in the Virgin Islands.

These and other summary decisions by the Commerce officials need to be reviewed for the applicability and sensitivity to the Virgin Islands need.

In sum, I concur with the changes suggested by the Governor though his Interagency Working Group, and those I have set forth in these comments. I hope my recommendations, and those offered earlier, are given serious consideration in order to make the 1990 census a worthwhile and usable count of the people residing in this territory.

I can emphasize the importance of an accurate and timely reporting of the count to the people in the Virgin Islands.

Thank you, Mr. Chairman.

Mr. DYMALLY. Mr. de Lugo.

Mr. DE LUGO. Thank you, Mr. Chairman.

Let me commend you, Mr. Stridiron on your statement and your presentation. I am very proud of both you and the Governor, who were so specific. The recommendations contained in your presentation and also contained in the Governor's presentation are very specific. I should think, if given serious consideration, as I am sure they will be by the Census Bureau, they will be very helpful in improving the quality of the census that we have had done here in the territory.

You suggest on question 4, where you are referring to the collection of data, that they add the categories of East Indian and Middle Eastern, which I would assume primarily means Arabs, to the categories be counted. That is an excellent suggestion because, as you point out, they are significant portions of our community today.

This would be very helpful to the Government when it is doing its planning.

Under the general question relating to housing, beginning with H-1 on page three, you say that cooperative housing development should be included as an explicit housing type. More and more, we are experiencing a trend toward the development of co-op housing, especially as it relates to former, multiple public housing units

being turned over to private ownership and management. Is that the trend, as you see it with the Virgin Islands government?

Mr. DYMALLY. Mr. President, may I add to that question? Are you satisfied that the condos are well covered?

Mr. STRIDIRON. I believe so. There was a recommendation in the document submitted by the Interagency Working Group. I think that would cover condos adequately, in my judgment.

Yes, Congressman de Lugo, I believe there is a trend. The Thomasville Housing Group recently converted to tenant ownership. We understand that similar votes are being taken for the, I think it is the project which is located at, on Long Bay. And I believe that as time goes on we are going to see more of these housing units coming under tenant ownership. I believe, in the legislative, for example, Senator Berry recently submitted some legislation which would provide for tenant ownership of the various housing units. It is a major piece of legislation which we had learned about while we were in Hartford at the NBCSL conference. We had some very dynamic people there from Washington, DC., who, Mr. Chairman, you might know, who came and talked to us about it.

So there is that legislation. Hopefully it will be delivered on by the legislature before this session ends.

Mr. DE LUGO. I certainly want to commend you and the Governor on that initiative. I certainly welcome that trend. I think it is a very good trend toward home ownership. Again, I want to commend you for your statement.

Mr. DYMALLY. Mr. President, in the mainland, the State legislatures receive their information the same time the Governor does, April 1, 1991. Now, do you use the Census Bureau figures for your apportionment here?

Mr. STRIDIRON. We have not had reapportionment in I don't recall how long. As a matter of fact, I think there would be some difficult times ahead if we moved in the area of reapportionment in terms of how many people we have in our legislature.

As you know, right now, it is broken down, we have a unit count on legislature. Seven members of the legislature reside and represent the District of St. Croix. Seven members represent the Districts of St. Thomas and St. John. Then we have one Senator who served at large.

I suspect that if we moved full force to try to use the Census count and the timely reporting to anything in terms of reapportionment, we will have absolute chaos in the Territory. I don't think that will be used for that.

I think the most important thing is what we do in terms of applying for some of the discretionary monies that we receive from Congress.

Mr. DYMALLY. Thank you very much. I trust that Dr. Keane will be available at the end of the testimony, as he usually is, to clear up a few questions which have been asked, a few observations.

Mr. STRIDIRON. Mr. Chairman, there was one matter that you raised as you asked a question. That was the count going to the Governor of the State and State legislatures. I don't believe that the same applies to the Virgin Islands with regard to the legislature. I suspect that it simply goes to the Governor's office. Then the Governor, in his wisdom, sends copies of it to the legislature.

We don't consider it, at least I don't consider it to be a major problem. I assume that our Governor, because of our relatively small size, would forthwith send copies to us. If it would serve any purpose, I think the rules should be amended to provide that the copies will go to the Governor as well as to the legislature.

Mr. DYMALLY. Thank you very much.

Mr. STRIDIRON. Thank you.

Mr. DYMALLY. Dr. Mills?

Dr. Mills, you may want to take advantage of this opportunity to answer a couple of the questions which were directed to the Governor and to you by Dr. de Lugo and myself.

Mr. MILLS. I would be glad to.

Mr. DYMALLY. Proceed.

Mr. MILLS. I don't have any particular one in mind. It would help if you——

Mr. DYMALLY. I did ask the Governor to give us some explanation about what is the working group and who makes up the working group.

Mr. MILLS. The Interagency Working Committee was formed, I think, in 1986. This is at the request of the Census Bureau. The request went to the Governor. The Governor then appointed someone to chair the committee. The members of the Working Committee are primarily representatives from various departments of government. These would include or currently include departments like Labor, Department of Labor, Department of Education, Human Affairs, Human Services—I beg your pardon—Economic Development and Agriculture, Planning, and Natural Resources, the University of the Virgin Islands.

Mr. DYMALLY. Thank you.

You may proceed with your testimony.

STATEMENT OF DR. FRANK MILLS, CHAIRMAN, INTERAGENCY WORKING GROUP ON THE CENSUS

Mr. MILLS. I don't have any testimony, Mr. Chairman. Most of the work that we did was presented by the Governor. But I will be glad to answer any questions relating to that testimony.

Mr. DYMALLY. Mr. de Lugo.

Mr. DE LUGO. Thank you very much, Mr. Chairman.

Dr. Mills, welcome to the committee. I think you heard me ask about the annual update. I asked Dr. Keane about the annual updates of the Census. Do you receive these?

Mr. MILLS. Yes, we do, Congressman. We get estimates of the population of the Virgin Islands as a total figure. We also get estimates for St. Thomas, St. John and St. Croix. What the committee thinks is that these estimates are not as good as they could be. We would like to ask the Census Bureau to be a little more helpful in providing more meaningful estimates than the ones we receive now.

Mr. DE LUGO. What would you consider—and this is a question that I meant to put to the Governor, but I know you worked closely with the Governor on this, and he depends on you for advice in this area—what would you consider a reasonable time frame for the release of the published data?

Mr. MILLS. I would not like to give a specific date. But I would like to suggest, as has been suggested by previous speakers, that we use the guideline that is used by the States. If the Census Bureau provides data for the States on the mainland, I see no reason that the Census Bureau could not use the same schedule for the Virgin Islands.

Mr. DE LUGO. I must say I agree with you on that. I think this is a holdover, something we didn't get to. It is left over from the days when the territories were on the back burner. It has to be required by law. That will clear that up.

Has the Interagency Working Group participated in preparing a promotional campaign for the 1990 census? If not, would you be interested?

Mr. MILLS. Up to now, we have not participated directly. We have had a few requests from the Decennial Planning Division in the Census Bureau for information concerning an outreach program. But it has been several months now that they have told us that they have been working on one.

As a matter of fact, I can recall as far back as 1986, during my tenure at the Census Bureau, I had prepared an outreach document for the Virgin Islands. But we have not yet received anything substantive concerning that program. We would hope they would directly include us. We think our community would be very well equipped to provide the kind of information that ought to go into an outreach program.

Mr. DE LUGO. Dr. Mills, the Governor mentioned in his written testimony that the Virgin Islands has never been advised that it had a choice between the BNA and the tract systems for data collection, but was simply told that it had to use the BNA, while it would have preferred to use tract, as I understand.

Could you explain what would be the advantages to the Virgin Islands of using the tract system, and whether you still prefer that alternative?

Mr. MILLS. Let me take just a brief moment to explain what went into this. It was in 1985, I think it was in July, when the previous chairman of the committee, Dr. Richard Moore; received a request from the Census Bureau to the effect that they—a new system of data gathering was going to be initiated through block numbering areas, and the Census Bureau was requesting to know whether in fact we would want to delineate those block numbering areas or whether the Census Bureau itself would be dealing with delineation.

It so happened that a few months after that, I was at the Census Bureau itself. One of the first assignments I had was to evaluate both BNAs and tracts. I came to the conclusion after doing a considerable amount of work on both systems, talking to the people who generated them, who knew about them, that tracts was the way to go for the Virgin Islands.

The embarrassment is that after my recommendation, it appears that the decision had already been made for the Virgin Islands to adopt BNAs. When I did ask the regional director why we were not given a choice of BNAs or tracts, he said he was told that the Virgin Islands would use BNAs.

Mr. DYMALLY. You heard the testimony that it is possible that the Virgin Islands may not have enough population to fit into the Census Bureau categories for tracts.

Mr. MILLS. I don't think that is quite correct, sir. As I said, I was assigned the task of evaluating both of these types for the Virgin Islands. My recommendation was that tracts was the better way for us. This means that I have gone through all of the material concerning sizes, et cetera. That really does not present a problem.

I would like to read specifically from the Census Bureau document to answer Congressman de Lugo's question about the value of tracts. It says: "The primary function of Census tracts is to provide the data of the user community with meaningful tabulation units that have stated geographical boundaries." What that means to us is that over a long period of time, we would know that we have those boundaries established, and we would not have to be changing them from Census to Census.

The problem for us is that in 1970, we had one type of unit of collection. We were asked to change that in 1980 to emphasize enumeration districts. In 1990, we are being asked to change them to BNAs.

The Census Bureau has no written commitment, as far as I have seen, to have BNAs lasting to the year 2000. It is possible when 2000 rolls around, we may be asked to change to something else, probably to tracts at that time.

My decision, my thinking at the time was it made more sense to go with tracts for 1990 than BNAs because of the long-term stability and the real advantage of comparability from one census to the next. We don't have that because we have lost compatibility already between 1980 and 1970. 1990 will be different from 1980.

As the years roll on, as we keep changing these units, we lose that comparability over time. One final answer, Congressman:

I don't know if we have the time before 1990 to go through what is necessary to establish tracts. The work that was done for BNA was done between 1985 and 1986. I don't know if the geographers at the Census Bureau would be able to make the appropriate changes to have those maps prepared for 1990.

Mr. DE LUGO. Let me ask you something, Dr. Mills. If it is size, and population, that are important to determine this, what system is used, let's say, in one of the States that has a more or less comparable population to us, let's say Montana?

Mr. MILLS. Many of the urban areas on the mainland use tracts. The rural districts, the large, open areas are relegated to BNAs. We didn't quite see ourselves being compared to that kind of rural openness. We didn't think BNA was really what we ought to have for us.

Mr. DE LUGO. Getting back to that annual update, are the annual updates disseminated to the general community? If so, what form does that dissemination take?

Mr. MILLS. It is really the function of the State Data Center to disseminate information to the community. It is our function to do that. However, the amount of data that we get back from these annual updates amount to nothing more than about four numbers, which are really the estimated population of each island plus the total. That is the limit of that information.

We do disseminate that to the affiliates. But there is nothing else of substance that really comes out on an annual basis from the Bureau of Census relative to population figures.

Mr. DE LUGO. Do you have the capability, at the present time for coding the 1990 Census questionnaire for the Virgin Islands here in the Virgin Islands? If, in your judgment it does exist, would you be interested in doing this? What advantages would there be in having the coding done in the Virgin Islands?

Mr. MILLS. This is a question I raised with the Chief of the Decennial Planning Division when I was leaving 2 years ago. Her verbal statement was that the Virgin Islands would be allowed to code its data. There is absolutely no reason that the questionnaires could not be coded in the Virgin Islands.

What that would mean is it would mean the employment of a few more Virgin Islanders, greater accuracy in the information since we would be the ones to know what the answers really mean.

I think those are things that are going to make the difference.

Mr. DE LUGO. I think that is certainly persuasive. People affected by the counts will be the ones who will make sure it will be the most accurate.

The Governor mentioned the possibility of the Virgin Islands requesting specialized tabulation of the Census Bureau and the cost of that information. Could you give this committee some examples of kind of specialized tabulation that the Governor might request, and how important is that information to the Virgin Islands?

Mr. MILLS. This is of fundamental importance to us, Congressman, because it almost made us abandon what we thought was in our best interest, to adopt the mainland questionnaire. I think that Dr. Keane has mentioned here that—what he implicitly suggested was that if the Virgin Islands does use the mainland questionnaire, the processing of the data would be that much quicker.

We have been told that it would be done along with those of the States, so we would not have that lapse in time of getting the tabulation, the counts, et cetera. We in the Interagency Committee agonized over that decision over a 2-year period.

Our first inclination was to go along with that suggestion. Beyond that, we knew that there was some very specific pieces of information that are of fundamental importance to the Virgin Islands which would not be gathered if we adopted the mainland questionnaire.

So, we asked about the possibility of using a supplement just for those questions which were of importance to us, which were not on the mainland questionnaire.

The word from the Census Bureau is that they were not interested in a supplement. So we were left to decide whether we would adopt the mainland questionnaire or continue with the use of a unique questionnaire, as we had done in 1980.

As I said, we agonized over that decision, because we recognize that by following the suggestion of the Census Bureau, we were going to miss very important data that we need. Yet, if we attempted to include what we do need, those few items that are very important to us, we ran the risk of not getting our data another 5 years after the count.

The committee thought finally that in our very best interests, what we would do is to modify the mainland questionnaire as slightly as possible, just make those very important, few important changes that we had to have for ourselves.

So by doing that, we then are back to where we were, but we are at the stage where we now have to ask the Census Bureau to ensure that despite the fact that we have had to deviate from their suggestion of adoption of the mainland questionnaire, we still would like to get the data on a timely basis.

What generated that drive towards the mainland questionnaire was not so much the suggestion from the Census Bureau, but internally in the Virgin Islands, we recognize one of the problems. One of the problems was that there are many government agencies which require specialized tabulations, which the States get that the Virgin Islands does not get. We are always told, "The reason you cannot get those as easily is you don't have the same structure. You don't have the same data filing structure, you don't have the same questionnaire as the mainland. Therefore, you require specialized software programming, et cetera."

I would like to read from the—an extensive letter written by a former employee of the Labor Department speaking to that very issue: I quote, "In the past year, the Virgin Islands Bureau has made considerable progress in the developing occupational, informational—occupation for the territory with financial and technical support of the National Occupational Information Coordination Committee. Although we are far behind the States in establishing an occupational information system and are trying to catch up, we find the catch-up effort hindered by an inability to get specialized tabulations from the 1980 census, which have been available to all States but not to the Virgin Islands because of the 'specialized programs required by our unique schedule.' "

That is what, that quote was something sent back to us from the Census Bureau. All States and metropolitan areas have had tables prepared by the Census Bureau in conjunction with NOICC and the USBLS to provide occupation by industry by class of worker.

This effort could not include the Virgin Islands because of special programming required. Similarly, each State, but not the Virgin Islands, has received occupations by industry information to utilize in projecting future occupational demands.

In addition, special tables of the detailed age data by occupation were developed and transmitted to the States in January, which was designed to fit with the USBLS, working life tables. These data are needed by us in determining future demand attributable to deaths and retirements from occupations by industry.

We were, however, not included in this effort because of our unique schedule. What generated this was the fact that the Department of Labor could not get a number of data which are made available for the States. And one of those reasons was that even though some of these numbers were not generated by the Census Bureau, they were generated by private agencies which were able to use the States' data file, but could not do the same for the Virgin Islands.

As a result, we lost out on a number of benefits which we could have had if we were able to get some of these tabulations.

Mr. DE LUGO. I have one final question. You touched on some of the information, as pointed out in the letter that you just cited, that would be helpful for the Virgin Islands.

I would like to ask that you submit to the committee, or perhaps you might call some to mind now, some additional types of information that are not published for the territory and that the Virgin Islands would like to have published.

Mr. MILLS. I don't have these immediately at my fingertips, Congressman. But I do know that in our Interagency Committee meetings—I am sorry. A number of the members from different Departments, from Health, for example, from Planning have alluded to other kinds of data which we do not now get.

Mr. DE LUGO. Let me ask the Chair if we could request if Dr. Mills would submit this data, to be made a part of this record.

Mr. DYMALLY. Indeed.

[The information follows:]

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Mr. DE LUGO. Thank you.

Mr. DYMALLY. Dr. Mills, at this stage in the process, what kind of assistance would you like to get from the Census Bureau to make your work more effective?

Mr. MILLS. Among other things, we would like the Census Bureau to consider the timeliness in submitting requests to us. Often, we have to deal with our sister island, which we cannot at all forget, because they are as much an integral part of this as St. Thomas and St. John are. Often, it takes time to get our participants from St. Croix, because they have to submit papers, get their travel documents together, et cetera. It takes almost a week to get mail down here, another week to get material together for travelers to St. Croix.

Then we have to get ourselves together, do our work, prepare it. It takes another week to get back. Basically, we are asking for the maximum time possible for the Census Bureau to advise us of the requests, especially that which requires work on our part.

Mr. DYMALLY. Thank you very much. Any more questions?

Mr. DE LUGO. No.

Mr. DYMALLY. Thank you, Dr. Mills.

Mr. DE LUGO. Mr. Chairman, at this point, I am going to have to apologize to my good friend, George Goodwin of the Alien Interest Movement, but I am not going to be able to stay for his presentation. We have worked together very effectively over the years and done some things together that I think we can both be proud of.

As you stated at the opening of the hearing, I have to catch a plane in a few minutes. Again, I want to thank you, Mr. Chairman, for holding these hearings. I think it shows how important it is, not only for the Virgin Islands but for the other outlying areas.

I want to thank you for the kind remarks regarding my staff and their preparation. I would like to say that the work that was done to help in the preparation for these hearings was done, first of all, under the supervision of Sam Bough, who runs the district for me and is responsible for the district. His home is on St. Croix. Mr. Pedro Williams, also worked closely with the committee staff on this. Mr. Williams is a young attorney who is in charge of my St. Thomas Office. Also Mr. Jamie Perez is assigned to you today, Mr. Chairman, and Joan Phillips's, the young lady who works with me here in St. Thomas.

They are all here today. We have brought over an intern from St. Croix who has kept the office open in St. Thomas, and she is Diane Russell. Otherwise, if the phone rang this morning and there was no answer, they would say we lost our seat in St. John.

Thank you, Mr. Chairman.

Mr. DYMALLY. Thank you very much. You had indicated to me in Washington that you had to take a midday flight back to Washington to do some committee work. I appreciate your spending time with us.

Mr. Goodwin.

STATEMENT OF GEORGE GOODWIN, ALIEN INTEREST MOVEMENT

Mr. GOODWIN. Thank you, Congressman.

Honorable Congressman Mervyn Dymally, Governor of the Virgin Islands, President of the Virgin Islands Legislature, ladies and gentlemen: concerns facing the Virgin Islands in conducting the 1990 census.

In general, the problems which we face in administering the questionnaire are problems unique to the indigenous culture of the islands; interpretation of the sociological terms surrounding the extended family; question phrasing ownership of land; and the influx of homeless and transient runaway persons from the mainland.

The alien issue has been resolved somewhat by the passage of the alien amnesty bill and its provisions. However, we can still expect to find some hesitancy on the part of some households to give specific answers with regard to numbers, names, ages of family members. This is particularly true concerning certain "Hispanic" individuals from the Dominican Republic who are residing here and are self-employed.

The whole issue of administering the questionnaire properly so as to solicit proper responses is crucial and must be addressed.

Proper recruitment of interviewers, training and follow-up with these interviewers is very important. I feel that a well-organized public education campaign is crucial to the success of the Census taking exercise.

I would like to recommend that the committee look at the discriminatory practices of the bureaucracy pertaining to the Virgin Islands in the Census taking. We will also recommend that the Caribbean Development Coalition, of which I am the president, stand ready to assist in any way possible to reach the people in the Virgin Islands who are from the eastern Caribbean.

Thank you kindly.

Mr. DYMALLY. This question of the undocumented resident has become a source of some controversy in the Congress. There are Members who believe we should not count the undocumented resident. There are others who fear the undocumented may not know that the information gathered by the Census Bureau is very confidential, which they swear by. Is there any attempt being made to get to those people who might be determined to be undocumented, to assure them that the count is very confidential?

Mr. GOODWIN. Mr. Chairman, during the 1970 census, that question was levied solely at the alien population from the eastern Caribbean. During that period of time of the Census taking, the organization, in its wisdom, took upon itself to go to the different outlying communities, and members of this community also in St. Croix and some in St. John, together and assist the Census workers.

I think today that situation is no longer so. Because of the provision of the Alien Amnesty Act, those situations have been changed. I think you can now for the 1990 Census get a better count on almost all the people in the Virgin Islands, those that are of Caribbean or e ast Caribbean ascent.

Mr. DYMALLY. What is your assessment of the results of the amnesty law?

Mr. GOODWIN. The result will be fairly good. I think to date, we can probably say about 90 percent of the people did turn up. There was still some fear among some people. Those who have, those who came in really without any documents at all, and they were fearful

of applying because they could not get the proper documentation to prove that they were here during that period of time. It is very little, if any at all.

Mr. DYMALLY. Thank you, Mr. Goodwin.

Dr. Keane, would you care to respond to any particular question that was raised?

Dr. KEANE. Thank you, Mr. Chairman. We will take a very, very serious look at getting at least top line data earlier than before. We have heard the concerns here, and perhaps we can do better.

On the processing, the number of processing offices has not received final clearance through the Department and elsewhere. When I say that we plan, that is the proposed number of seven processing offices in the United States mainland and one in Puerto Rico, you have some notion of the load, when we are counting a quarter of a billion people, that each one of those would have to carry to justify its existence.

In trying to be sensitive, though, to the editing notion, I offer this as a possibility for all of us to consider. That is, we might bring people from here to—if the Census is to be edited in the comprehensive sense of the term in Puerto Rico, have people from here there since apparently, I gather, the notion is to have people who are really familiar with the population here in the editing process? We might consider that. And that triggers another thought.

If you have statistics, demographers hear that we could hire in the headquarters in the Decennial Planning Division, in our field division, we would like to have those names and their qualifications.

Mr. DYMALLY. Thank you very much.

All of the testimony submitted to the committee will be entered into the record. We also want to again thank the Governor for coming to these hearings and staying during the entire course of the hearing, which is very unusual. And you, Dr. Keane, for your presence here today. Thank you very much.

The meeting is adjourned.

[Whereupon, at 12:20 p.m., the subcommittee was adjourned.]

CENSUS BUREAU PLANS FOR CONDUCTING CENSUS IN TERRITORIES AND OUTLYING AREAS

WEDNESDAY, JULY 6, 1988

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON CENSUS AND POPULATION,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:30 a.m., in hearing room 1, House of Representatives, San Juan, PR, Hon. Mervyn M. Dymally presiding.

Mr. DYMALLY. Good morning. My name is Mervyn M. Dymally. I am the chairman of the Subcommittee on Census and Population of the Committee on Post Office and Civil Service.

I would like to thank Congressman Jaime Fuster for assisting us in putting this hearing together today.

I would also like to express my appreciation to the President of the Senate, Mr. Hernandez Agosto, and the Speaker of the House of Representatives, Mr. Jarabo, for making a room available to hold this hearing.

Finally, I would like to acknowledge that Gov. Hernandez Colon, who is unable to attend, is represented at this hearing by Mrs. Lina Dueno of the Puerto Rico Planning Board.

This morning the subcommittee will hear testimony on the plans for conducting the 1990 census in the Commonwealth of Puerto Rico. Today's hearing is the second in a series of hearings my subcommittee plans to hold on the census as it relates to U.S. territories and outlying areas. Yesterday we kicked off this series with a similar meeting in St. Thomas.

The subcommittee hopes to look into the unique manner in which the census is taken in Puerto Rico, identify problems associated with the process and consider possible improvements to the census.

I am aware of the ongoing consultations between the Bureau of the Census and the Puerto Rico Planning Board. I hope this hearing will afford them the opportunity to share with all of us their findings and plans.

The decennial census of population and housing, which is taken every 10 years, is the most thorough method for gathering information in our country. Data collected by this census is used to reapportion seats in the House of Representatives, redraw congressional district boundaries, guide the distribution of federal dollars, im-

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prove government programs and assist governmental response to public need.

For these reasons, which are among the many uses of census data, I find it critical to obtain the most accurate counts possible. In addition, I find it just as important to make these findings available at the earliest feasible time.

I understand that territories and outlying areas have had serious problems with the release of their data after the census is taken. In instances I am aware of, data was provided 5 years later. That is inexcusable.

Having said that, let's proceed to our witnesses, not necessarily in the order in which they are listed.

We will first start with Mr. Nazario, Secretary of Housing. I have asked Dr. Keane to be the last witness so he can properly respond to questions, as he usually does when he is called upon to do so. I am also assured that the last is the best, so he has no ego problem here.

Mr. Nazario.

STATEMENT OF HON. JOSE A. NAZARIO, SECRETARY OF HOUSING, COMMONWEALTH OF PUERTO RICO; ACCOMPANIED BY FRANCISCO PUMAREJO

Mr. NAZARIO. Good morning, Mr. Chairman. Welcome to Puerto Rico.

I am accompanied by Mr. Francisco Pumarejo, who is a member of our staff, and expert in census areas.

The changes experienced in the housing industry in the past 40 years underscore noticeably the accomplishments made in Puerto Rico in matters of housing. Evidently the most distinctive feature of this change is a transition from a predominantly rural country to an eminently urban community.

This rural-to-urban process of transformation rested upon the most vigorous financial support from the commonwealth and Federal budgets by means of subsidized housing programs as well as the transfer of resources from the private banking sector to the home construction business in Puerto Rico.

The housing sector had, and still has, a salient role in the economic development of Puerto Rico. In fact, during the initial stages of Puerto Rico's economic development, investment in the housing sector grew at a rate of 12.5 percent, while investment in equipment and machinery grew at an average rate of 11.6 percent during the years 1959 to 1974.

In spite of the general decline of construction during the second half of the 1970s, this industry is still a significant contributor to the economic growth of Puerto Rico due to its short-term multiplier effect and the large number of jobs generated by housing projects in the construction stage.

In spite of the strategic importance that the home construction industry has for the economic development of Puerto Rico, the industry suffers from a lack of information resources, which may propitiate the orderly strategic planning of its future development.

The housing census is the only source of existing information which allows for making inferences and analysis on the sector. If

we consider that the housing census is conducted every 10 years, it will be immediately apparent the critical importance which this only source of information represents to the agencies and entities, both public and private, entrusted with physical urban planning.

I will note the general causes for the lack of information on housing statistics from public and private organizations in Puerto Rico.

First, lack of intercensus tallying of housing data in Puerto Rico.

Second, unavailability of statistics on housing from the Puerto Rico Realtors Association.

Third, lack of information from gas utilities and hardware merchants with regard to energy expenditures.

Inexistence of public organizations for the gathering of information on housing statistics, as, for example, the Puerto Rico Planning Board, and the elimination of "Puerto Rico Housing elements."

Lack of economic resources in the private sector able to generate statistical information on diverse aspects of housing, as, for example, the Association of Home Builders, the Association of General Contractors and the Puerto Rico Chamber of Commerce.

Lack of resources in the professional associations, such as the Engineers and the Surveyors Association, Architects Association, for conducting research and studies aimed at obtaining detailed information and statistical data on housing in Puerto Rico.

The need for housing information for Department of Housing Programs—if I may intercede here, sir, the main problem which this causes is directed at people. A developer can contract detailed studies. However, those other people from which we need information, there is where the real problem lies. The most affected are poor people.

The information gathered by the census about housing statistics represents the groundwork foundation for long- and short-term planning, as well as the development of working programs. Housing census publications represent the only source of information used by the Housing Department in its public endeavors and thus develop proper and necessary programs to service the needs of low- and moderate-income families.

In the lines following, we describe some agency programs which draw from the housing census the basic information used to plan its decision-making and to establish goals and objectives in agency programming.

One, the In-Site Rehabilitation Program. The fundamental purpose of this program is to foster a process of voluntary improvements based on the initiative and participation of families living in the community through the effective use of government and community resources.

The In-Site Rehabilitation Program aims to address the housing problems of families living in deteriorated urban areas or in areas where development has been inadequate, and who are interested in working effectively in the physical and social development of their environment.

During fiscal year 1987–88, some $8.2 million were invested, while for the years 1989 to 1992 it is expected that $37 million shall be invested on this program.

Of a total of 969,611 housing units in Puerto Rico, 793,412—that is, 81.8 percent—are considered adequate, while total inadequate housing is approximately 176,193, or 18.3 percent. Of the total for inadequate housing, the census indicates that 117,828 units, or 66.8 percent, are rehabilitable. Non-rehabilitable housing units rests at 58,371, or 33.2 percent.

As it can be noticed, the groundwork for planning and programming of the In-Site Rehabilitation Program was nurtured by the statistical data of the 1980 census. The permanence of census data, of detailed housing characteristics arranged by municipalities, and itemized information on inadequate housing—rehabilitable and not—constitutes our major and most vehement argument for continuing this information-gathering through the 1990 census.

Two, Deteriorated Housing Program. This program was created in 1978 to provide construction materials to families wishing to improve their home in coordination with the municipal governments which provide labor whenever necessary. Supervision and necessary technical advice are provided by the Rural Housing Administration.

For fiscal year 1987-88 this program intends to make improvements in 2,728 decayed housing units for a total investment of approximately $7.8 million. For the years 1989 to 1992, the improvement of 8,000 units is planned at an approximate cost of $13.3 million.

In this program the accuracy of the census statistics serves to attune its planning and programming. The preservation of information on housing conditions will allow us to make a rational and efficient use of available resources.

Three, Minimal Housing Program. Minimal housing is the program through which this Department intends to meet, or at least substantially solve, the housing needs of low- and moderate-income families. The marketing methods of this program make use of statistics on housing ownership and leased property arranged by municipalities. The program uses this information to set its goals and priorities in planning and programming. It is expected that $25.2 million be invested in this program during 1987-88 and $139 million for the years 1989 to 1992.

This is the most important local new construction program. If we don't have the data which we need, it could represent a bad investment for government. And obviously in this aspect we are talking of solely local houses that will be sold to low-income families.

In case we don't have the necessary data, I don't think we will go very far.

Four, Areas to be Improved Upon. The Housing Department intends to develop an inventory of neglected or backward areas. The need for this data bank is meant to address the needs of this area and lay the groundwork for planning and programming for their future intervention. Again, the census data on housing is the starting point from which all planning and goal setting must ensue.

The information concerning the geographical distribution and conditions of housing, its assessed value, component construction materials, are the relevant variable factors to be considered in all research, intervention and investment.

Consequently the conservation and update of this statistical census data on housing will assure a clear and guided conception and development of adequate housing programs geared to the present and future needs of the Housing Department's clientele.

As for the need to keep the most accurate data, we have been unofficially informed that many of the relevant items covered in the questionnaire about the universe will be transferred to the sample. From the perspective of the decisionmaking process, the reliability and soundness of statistical data derived from the census is of paramount importance for the programs and studies conducted by the Department of Housing.

We are of the opinion that queries such as value of property, monthly rent and rooms per dwelling unit should be kept in the long questionnaire—Universe—since in that manner the most accurate correlation of housing vis-a-vis population will be assured.

Thank you, sir.

Mr. DYMALLY. I think this is the first time the committee has heard such a detailed report of housing. Basically officials concentrate on the count for reapportionment and federal reimbursement.

What is the relationship between your department and the Census Bureau in terms of gathering the data?

Mr. NAZARIO. As I told you, we have had to depend solely on the census data. You would be surprised if you come in to see how much has the Commonwealth Government invested into public houses in Puerto Rico in addition to the usual.

Puerto Rico has the second largest public housing. We are second to New York. We have surpassed Chicago. We are keeping over 60,000 units in our Public Housing Administration.

In addition to that, we have over 150,000 families under our Rural Housing Administration programs. In addition to that, we have our own local public housing programs. You can imagine how important it becomes to us to have reliable data.

We have had bad investments in the past, which we don't want it to happen again. That bad investment is basically based on the fact that we didn't take into account—we didn't have too many details on people's income, how much they could afford on a monthly rent, and all the national problems which do not happen to a private investor because he has the resources to be able to conduct some research.

Mr. DYMALLY. For the last 6 or 7 years we have not had much Federal funding for housing.

What have you done?

Mr. NAZARIO. It has been terrible. At the same time we have had many people acquire their homes through subsidized housing. That subsidy, the payment of the family would be increasing year after year.

Actually we started our economic recovery in the last 3 years. Before that you saw a lot of people losing their houses. We were able to save them in the local subsidizing programs.

Right now you have the Federal subsidized programs. You have almost 40,000 families threatened with losing their houses. We have had a rough time. We have been using monies for which we are very grateful.

But our waiting lists are growing. This year, for example, we only have an allocation of 50 units of new construction, which really brings a burden in Puerto Rico. We used most of the credits in the 1970's. We used most of our credits to invest into new construction.

Now we are obviously waiting to see what is going to happen. We hope that new public housing, new construction, is part of any new plan.

Mr. DYMALLY. Is the bill still in conference committee?

Mr. NAZARIO. The bill is out. I think it is out, and I don't foresee any big changes.

Mr. DYMALLY. Is the President signing the bill?

Mr. NAZARIO. I don't have that information.

Mr. DYMALLY. The Office of Management and Budget removed the question on plumbing from the 100% form. We have asked the Census Bureau to put that back on the 100 percent.

Would that information be important to you?

Mr. NAZARIO. Yes, I am informed that it will be. Any information with regard to preferences and details, which is important, based on one important case—I don't want to call people that they are judging on what is given to them. I think it is a matter of justice. You are going to put a family to live in a place.

We had the same result with regard to highrise public housing. We have a difficult problem with highrise public housing. Probably we should have never built highrise public housing, because of the problems.

Mr. DYMALLY. That failed in St. Louis and public housing developers are beginning to look at some alternatives.

What is the problem with highrise housing? Why are people so adverse to it?

Mr. NAZARIO. I think in the case of Puerto Rico first, Puerto Ricans grow up with a sense of ownership, with a dream. It is a dream which was a foundation of the new Puerto Rico.

Second, I don't think it gives you—you don't have the community organization. As long as you don't have the community organization, I don't know how it is possible to live in a highrise. You need the cooperation in terms of garbage, security, in terms of helping each other.

I think the problem basically was we brought highrise into public housing. One morning everybody woke up and there was the highrises—okay, let's move people into those places, without any type of planning, of realizing how difficult it is to live in such an environment. Deterioration—elevators are a great problem.

As you know, we thought in Puerto Rico we had the greatest problem. New York is far more problematic than we are. New York has started a school for elevator operators, which we will eventually have to have. It is a great problem, the elevators. You have got sick, handicapped people living in 12- and 13-story buildings, having to face the problem of the elevator problems.

Second, I think the Federal Government should work out strategies with local governments in which everybody shares. I believe we should share or supplement the assistance that the Federal Government has.

Mr. DYMALLY. About child care, is that a component of the public housing?

Mr. NAZARIO. Definitely. We are trying to establish it through the Federal allocation. We are trying to establish child care. It is a difficult problem.

Unwed mothers, single daughters. We have public housing where over 50 percent of the household heads are women, which really dramatizes the problem in this regard.

I would also recommend that we try to understand that it is very difficult when you come down to administer a public housing program. What I am trying to say is the Federal Government is looking after its monies.

It is helping us to prevent the families from being home also, problems we don't have in Puerto Rico to such extent. But it becomes very difficult to handle the interrelations between clients.

Most of the people really think that the state is responsible for everything that happens on a public housing, without realizing that most of it is Federal regulations, which in some cases are almost nonapplicable.

People don't understand it.

Mr. DYMALLY. Your testimony is very valuable. It is an education to hear some of the housing problems we have and how it impacts on the census. We thank you very much.

Mr. Mendez.

STATEMENT OF JOSE F. MENDEZ, PRESIDENT, ANA G. MENDEZ EDUCATIONAL FOUNDATION

Mr. MENDEZ. My name is Jose F. Mendez. I am president of the Ana G. Mendez Educational Foundation.

Mr. Chairman, let me thank you for the opportunity to address the subcommittee on an issue that is of vital importance for Puerto Rico and Hispanics in general.

My name is Jose F. Mendez, president of the Ana G. Mendez Educational Foundation, a private university system consisting of two universities and a junior college with a combined enrollment of 17,000, and two public educational television stations.

I come before your committee to present some broad issues I believe are important regarding the impact of the census on Puerto Rico and on higher education on the island, as well as a set of recommendations that I believe should be considered by the subcommittee before the 1990 census gets underway.

As on the mainland, the undercount of the rural population and urban poor in Puerto Rico is critical. We need to identify ways to reach the residents of the rural areas, especially those that live in isolated and remote communities.

In the past it has been discussed that most census takers find it hard to get to the homes that are not accessible by car. In the urban slums the residents fear that if they answer government workers' questionnaire, they will lose the welfare aid they receive.

Because of the failure of the census to reach out and deal with these problems accurately, marginal populations receive less health care, housing, pre-college education opportunities and other assistance. Therefore, the numbers of students who can, and do, attend

college and hence our capacity to prepare the manpower resources our island need is significantly reduced.

It may seem ironic, but the way to solving the problem of the undercount is public information and education, educating those who take the census to be better trained to perform a more precise job, informing the community so that all will participate actively in the process; we need to prepare the census workers to view all communities as equally crucial to the future of Puerto Rico. We need to educate the poor so that they will not be afraid of answering questions for fear of losing benefits.

Private institutions of higher learning in Puerto Rico are the ones most affected. Very different from the mainland, it has been the private universities that have opened opportunities for the poor. Nearly 120,000 Puerto Ricans are enrolled in private colleges and universities on the island. This representing approximately 62 percent of college enrollment.

They are one of the largest suppliers of trained human resources for the island's development. And most of these students come from among the urban poor and rural populations. We cannot expect continued economic growth if our low income population remains poor because they are not educated.

Preparing for the census requires a national effort that involves government certainly, but also community organizations, business and industry, and, for the first time, I venture to propose, higher education.

We at the Ana G. Mendez Educational Foundation are willing to actively participate in this process, to serve as a model for other colleges and universities throughout the Nation. In preparing census takers, we can design and offer seminars, not only on the technical aspects of data gathering, but on the human element, which has marginated the poor in past.

We can collaborate with other community agencies and with the Government to carry out a massive community education program. We have in our case two television stations that can be used not only to broadcast public service announcements, but to produce special programs to orient and motivate the population to participate in the census process.

Some of the activities designed to secure broader participation on the island could be adapted for use in the Hispanic communities in the States and other territories.

We at the Mendez Foundation stand ready to mobilize our resources to make sure that the 1990 census provides a fair count of our total population.

Thank you, Mr. Chairman, for giving me this opportunity.

Mr. DYMALLY. Mr. Mendez, I believe you are probably the first witness from the higher education sector to testify before the subcommittee. Is there a coordinating council of private universities and colleges on the island?

Mr. MENDEZ. Yes, sir. We have the association of private and public colleges and universities, where we have, I would say, the great majority of the student population represented.

Mr. DYMALLY. Referring to mainland schools, what do you account for the switch in preference here, where most of the students

from poor families attend private sector institutions over the public sector institutions?

Mr. MENDEZ. The University of Puerto Rico has been a selective institution for many years in accepting students who have high college boards and a high point average. Then the students do want to go there for another reason, and probably that is the cost.

The students have to pay. They go to the University of Puerto Rico in a regular program, $15 per credit.

If they go to a private institution, they have to pay around $65, which means they have more money left from the Pell Grants if they go to University of Puerto Rico than if they go to the private university.

Mr. DYMALLY. Yet they still go to the private university. Why?

Mr. MENDEZ. Yes. I would say since the Pell program started in 1974, many of the students that didn't have the opportunity to study at the University of Puerto Rico decided to go to the public sector.

Mr. DYMALLY. The private sector.

Mr. MENDEZ. I mean the private sector.

Mr. DYMALLY. Do you suspect your coordinating council can be involved with the Census Bureau?

Mr. MENDEZ. Yes, sir. We are in a very close relationship with the President of the University of Puerto Rico and our presidents of the private universities.

Mr. DYMALLY. Thank you very much.

Mrs. Dueno.

STATEMENT OF LINA DUENO, VICE PRESIDENT, PUERTO RICO PLANNING BOARD, ACCOMPANIED BY SANTOS NEGRON

Mrs. DUENO. Good morning, Mr. Chairman. I would like to excuse the president of the planning board. She is away on a well-deserved vacation. She asked I represent her at this activity.

My name is Lina Dueno. I am acting member of the planning board.

With me is Dr. Santos Negron.

It is a pleasure and a privilege to accept your invitation to testify in relation to the 1990 census of population and housing.

Puerto Rico's participation in the United States census dates to 1899, when the Department of War conducted conducted the first census of population. From 1910 to 1980 the census has taken a population census every 10 years.

Gradually, other 5-year censuses such as agriculture, business, manufacturing and construction have been added.

I would like to review with you the importance of these censuses to Puerto Rico. In some cases their use is similar to that in the 50 States of the United States; in other cases, our particular geographical and socio-economic characteristics requires a more intensive use of the data they provide.

As in the 50 States, the census of population is necessary to determine the legislative districts. Private enterprise is a major user of census statistics for their marketing and location planning. But perhaps the best customer of census figures is the central and municipal governments of Puerto Rico.

In Puerto Rico there is no other source of statistical island-wide information at the geographical levels of block, community, barrio and municipality than that provided by the censuses. This information is important on an island-wide basis because most government programs, both social and economic, are carried out by the central Puerto Rico government.

In that respect, all of Puerto Rico functions as one community. Our Education Department provides education throughout Puerto Rico. It is not the function of one small school district within a county or town.

Knowledge about the population being served by education programs can only be arrived at by considering census statistics. The same situation describes the work of the Health Department, the Housing Department or the Electric Energy Authority.

Because of the centralized nature of our government, the Federal Emergency Management Agency considers all of Puerto Rico as one community. This makes us the largest community in all of the United States. For purpose of that program, the definition of community is that geographical area with a land use permitting process. Only in the case of Puerto Rico does a State-level agency carry out these functions which in the 50 States typically occur at a much more local level.

This form of government and its importance to the census activity was recognized in 1958 when the Census Bureau and the Commonwealth of Puerto Rico executed a special agreement as to how to carry out censuses on the island.

In this agreement, the Census Bureau delegated to Puerto Rico the responsibility of planning and identifying statistical data unique and vital to the development of our public policy.

This agreement and the small geographical level for which data is collected has provided important planning tools to target special assistance to small groups.

Two examples must suffice: one, data from the 1980 census allowed us to identify isolated communities living in extreme poverty having zero income.

Two, after the flooding and landslide disasters of 1985, which claimed over a hundred lives and millions of dollars in damage, census statistics were vital to promptly establish a mitigation program for high risk communities that took into consideration the relative benefits or costs of relocating or protecting communities throughout our floodplains.

Without the types of questions currently included, three years later we would still be visiting communities to ascertain relocation costs instead of implementing the program.

Because of the importance we assign to this census activity, we take this opportunity to point out five issues which we would like to see resolved.

One, timeliness of data publishing.

It seems the data on Puerto Rico is published after the data from all the States is published. It was not until 1983 that the social and economic characteristics of the 1980 census was received.

This is a major problem for an important group of users—the municipios. In order to participate in several Federal assistance

programs, Federal agencies demand census data in order to qualify for the programs. Old data means big problems.

We understand the Census Bureau's computer programs have to be adapted to Puerto Rico's geographic levels and to the different questions. But this is nothing new. We would like to work with you in order to find an acceptable solution before the 1990 census figures are in.

Two, census promotion.

This issue is mostly one of coordination. The appearance in recent censuses of Hispanic television spots may help increase awareness of the importance of being counted. We would like to see them increased.

We would also like to suggest three other efforts which would promote participation:

A. Flyers to be included in the monthly Electric Power Authority bills. The electricity bill reaches 97.4 percent of our homes.

B. Education campaign to government workers. State and municipal governments employ 20.9 percent of the total population.

C. Condominium and public housing projects require an additional effort to assure adequate contact.

Three, information verification.

There still persists a belief that the census is not as universal as it is supposed to be. Many claim they have never been visited. Many isolated or dispersed communities may be overlooked. We would urge census enumerators be trained as thoroughly as possible on the importance of the public service they will be rendering. The importance of the public trust must be emphasized.

Four, manufacturing and commerce census.

Until 1977, these censuses were universal enumerations of all industries. In 1982, due to budget cuts, enumeration was reduced to a sample. This resulted in a significant reduction of the quality and quantity of data available by municipality.

Again, we must stress the importance of this local level data to government action on the Island. Puerto Rico is probably the only jurisdiction where the central government reviews the economic feasibility of all new shopping centers before they are granted construction permits.

This is important to assure an adequate economic development of small businesses. Without the fine grain details included in previous censuses, our judgment may be compromised. More time will be spent discussing whose assumptions are better than would be necessary if good data was available.

Prior to 1967, the Commonwealth of Puerto Rico was responsible for 50 percent of the cost of this census. I would like to suggest we reconsider this possibility and explore its feasibility.

Five, elimination of questions.

There are several questions which were deleted from the U.S. Census several decades ago with no great consequences. To users in the 50 States, they may seem as quaint as some from the 19th century censuses.

But, for us here in Puerto Rico they are still vital information. Our level of development both socially and economically is not the same as that of the 50 States.

Although no final determination has been issued, we are greatly concerned with the editing done to the questionnaire utilized in the 1980 census test. If that questionnaire was an indication of things to come, we fear for the results of the 1990 census.

Our main concern is with the following:

A. Housing conditions and type of construction. I have already pointed out how this information was utilized in our disaster mitigation plan to shorten planning and provide a quicker response.

The Housing Department at the central level must determine the types of housing assistance most in demand. In order to target their budgeting of scarce resources, both local and Federal, the information on condition and type of construction is essential. Our policy has been to promote on site rehabilitation, but in order to do this, one must first determine inadequate non-repairable structures in urban and rural areas.

Mr. Nazario has expressed this in more detail than I have.

At the Planning Board we have just this month completed a housing needs study with the cooperation of the Housing Department. For this study census data on housing conditions, ownership and occupancy was essential.

B. Sanitary and toilet facilities. The Clean Water Act approved by Congress has had many benefits for all American citizens. It is with great pride that we work toward leaving future generations with a better environment. But in order to do this in Puerto Rico, much remains to be done.

The Commonwealth Environmental Quality Board has been investigating alternate sewage disposal systems to serve isolated and dispersed communities developed spontaneously. In order to implement the recommendations of any such program, in a strategic fashion, it is essential that this information form part of the 1990 census.

C. Cooking fuel. This data has been most useful in studies related to determining the effect of changes in the cost of petroleum. Local distributors of gas products also make intensive use of this data.

D. Condominiums. Our small island with a very high population density requires a land use policy that favors medium and high density development. The data provided by the census has been used within the San Juan Metropolitan Area to develop selective density policies and collective transportation services. Again, there is no other source of data but the census.

The Commonwealth Fire Department also requires this information to develop fire prevention and safety programs.

It is necessary to get this information from the one hundred questionnaire.

E. Residences 10 years or older. Puerto Rico's population is constantly moving back and forth between the mainland and the island, seeking to improve their quality of life. This question in the population census is the only source of information we have to determine trends, and characteristics of the emigrants. As a result of these migrations, many community programs provided by the government such as bilingual education, employment, professional development, et cetera, are altered.

F. Literacy. In the 1980 census we found the 11.5 percent of the persons over 18 didn't know how to read and write. As a result, the

Department of Education developed programs directed to this population group.

The census again is the only source we can count on to obtain data for specific areas, by allowing the identification of areas where programs need to be developed.

G. Vocational education. Not everyone can or has the resources to obtain a college degree. The Department of Education and private schools in Puerto Rico have developed programs for vocational education. This alternative allows citizens to enter the work force more prepared.

The well-being of the people of Puerto Rico depends on the provision of certain services and the promotion of development. In order to carry out these functions at a central level, census data is essential to make intelligent, well-informed decisions. We thank you for the opportunity to address certain aspects of the census activity which influence the well-being of the people of Puerto Rico.

Mr. DYMALLY. Ms. Dueno, let's turn back to page 6 of your testimony. It reads, "prior to 1967, the Commonwealth of Puerto Rico was responsible for 50 percent of the cost of this census. I would like to suggest you reconsider this possibility and explore its feasibility."

Are you suggesting the Census Bureau assume 100 percent of the cost?

Mrs. DUENO. We are concerned that because of budget cuts, the economic census address itself only to a sample. We would like to suggest that it is important it again become a census of the universe of economic activity.

We would like to explore if there is any way that the Federal Government can assume the census as a universal analysis, that Puerto Rico Government share the cost as it did before 1977.

Mr. DYMALLY. Thank you very much.

Carmen Lopez.

Ms. LOPEZ. Good morning, sir. Welcome to Puerto Rico.

Mr. DYMALLY. Thank you.

STATEMENT OF CARMEN LOPEZ, DIRECTOR OF LEGAL SERVICES, DEPARTMENT OF COMMERCE OF THE COMMONWEALTH OF PUERTO RICO, REPRESENTING HON. JORGE R. SANTIAGO ROMAN, SECRETARY OF THE DEPARTMENT OF COMMERCE OF THE COMMONWEALTH OF PUERTO RICO, ACCOMPANIED BY FIDIAS GARABITO, DIRECTOR OF STATISTIC DIVISION

Ms. LOPEZ. For the purposes of the record, my name is Carmen Lopez. I am the Director of the Legal Services of the Department of Commerce.

With me is Fidias Garabito, Director of the Statistic Division of the Department of Commerce of Puerto Rico.

I am representing Jorge Santiago Roman, Secretary of the Department of Commerce of the Commonwealth of Puerto Rico. I would like to read his statement in relation to the population census of 1990 before the Committee on the Census and Population of the House of Representatives.

Mr. DYMALLY. Please proceed.

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Ms. LOPEZ. The importance of the participation of Puerto Rico in the ways in which decennial censuses are taken is fundamental. This, considering the particular characteristics of the Commonwealth of Puerto Rico and the differences between the process of compiling the data in the United States and in the island.

The census of population and the economic censuses are of vital importance to implement our policy of commercial development and also for Federal aid proposals, economic studies, projections, evaluations of feasibility studies and to offer orientation and advice to our local businessmen.

On March 5, 1985, a group of coordinators of the Census Bureau visited Puerto Rico to discuss the questions to be included in the questionnaire to be used in the census of 1990. The governmental agencies presented their points of view about the problems confronted with the census.

Among them they presented the following.

One, in Puerto Rico the size of the average lot of land of a housing unit is 300 square meters. The questionnaire establishes the levels for housing unit in "cuerdas"—less than an acre. There is another question that establishes if the building is located in a lot of less than 3 cuerdas. This question should have more levels and will be better expressed in square meters.

Two, the monthly rent for houses and apartments has increased to higher levels, so it is necessary to increase these levels for a maximum of $1,000 or more.

Three, the unit value should be revised to adjust it to the market values.

Four, the question about the railroad retirement should be eliminated because we don't have railroads.

The methodology used to compile the data in Puerto Rico is different from the one used in the United States. Over there they use the mail more intensively to send and receive questionnaires. In Puerto Rico the compilers visit the place to pick up the questionnaire. It is for this reason that more funds should be assigned to select and train the compilers.

I hope this committee will take note of this aspect, due to the fact that the accuracy and validity of the information depends on the way the information is compiled. In many municipalities we had complaints about the undercounting of the censuses of population, housing and business, and in many cases we had to do second countings for specific areas to correct these numbers. That is the case of the municipality of Toa Baja.

We have observed that in the census of population the information about income is underestimated. This is because the income for transferences, nutritional program, pensions, retirement plans and others are not considered.

It is our desire that for the year 1990 we can correct this situation adding this item. We recommend to include questions about the number of homes with cable TV, video recorders, computers and domestic appliances like micro ovens. This will be an index to determine the standard of living of the families.

In a dynamic economy like in Puerto Rico, the population and the income are in continuous increase and the patterns of emigration are changing. So it is important that the Census Bureau pro-

vide the publication of the document in a short period of time and make sampling in years that the census are not taken.

We want to emphasize the time it takes between the compiling of the data and the publications of the census. An example of this is the 1980 census that was released in February 1984.

Technical personnel from the Census Bureau indicated that the programming of the data of Puerto Rico is included with the one for the States. They explained that part of the questionnaire used in Puerto Rico is different from the one taken in the States. For this reason they have to use a different program and this is why it takes so long. Nevertheless, they said that part of the questions are similar to the ones in the questionnaire of the States.

Our recommendation is that the part of the questionnaire that is similar be worked first and be sent to us in advance and that the information that requires additional programming be sent later on.

Sometimes the Commonwealth of Puerto Rico has lost Federal funds because we don't have the complete information or data available.

The Department of Commerce needs that the number of commercial establishments without employees, reported by the economic census, be revised. This is because the law that creates the Department of Commerce assigned the power and the functions to the Secretary to develop and administer programs and activities that to his judgment are necessary and convenient for the benefit of the small businessmen.

To realize this, we need accurate and reliable censal statistics about the small businessmen for Puerto Rico, barrios and municipalities. This Department needs a clear definition of business of all types and it is for this reason that we need statistics on employment and sales. In this way we will know where these types of businesses are concentrated and which are the problems that do not permit their development.

I would like that you consider the idea of including Puerto Rico in all the surveys and studies that the Census Bureau realizes between censal years. This will give us actual and recent data about matters covered by the census of population and the economic census.

The participation of this agency in the evaluation of feasibility studies for the commercial projects requires the elaboration of economic indicators by regions and municipalities based on census statistics.

The information about personal income is requested for the population census and is obtained on a sample basis. Nevertheless, according to our understanding, the question about income should be included in the questionnaire that is answered by all the inhabitants. This will permit us to have accurate data for our projections. In this way the decision to approve or not approve a commercial project is done on a reliable basis.

It is important that the census inform, too, the sources of income of the residents. This will help our government detect those areas receiving more governmental aid. In this way we can promote the creation of new employments in areas with high dependency of government funds. This is relevant, too, for knowing those sectors where more persons are employed. This is an important indicator

to advise the government to make investments in the infrastructure necessary for developing specific areas where new employment will be created.

As Secretary of Commerce, I offer my collaboration or cooperation for helping in what you might consider necessary. I hope we can promote a good relation between this agency and the Census Bureau during the process of taking the census of population of 1990.

Thank you very much.

Mr. DYMALLY. Ms. Lopez, let's go back to page 3. In the first paragraph you said, "We have observed that in the census of population the information about income is underestimated."

You are saying, in other words, the census does not calculate benefit payments?

Ms. LOPEZ. Yes, sir.

Mr. DYMALLY. You would like them to do benefit payments?

Ms. LOPEZ. Right.

Mr. DYMALLY. Is your agency working with the Bureau of Census on these recommendations you propose. Is your Department working with the Census Bureau?

Ms. LOPEZ. Yes, sir.

Mr. DYMALLY. Thank you very much, Ms. Lopez.

Mr. DYMALLY. Our final witness is Director of the Bureau, Dr. Keane.

STATEMENT OF JOHN G. KEANE, DIRECTOR, BUREAU OF THE CENSUS, ACCOMPANIED BY LOURDES FLAIM, DECENNIAL PLANNING DIVISION; AND LOUIS KINCANNON, DEPUTY DIRECTOR OF THE CENSUS BUREAU

Dr. KEANE. Good morning, Mr. Chairman.

Mr. DYMALLY. Mr. Keane, I trust you will be able to respond to some of the questions expressed by our previous witnesses.

Dr. KEANE. I shall, if I may, after my oral statement.

I would like to identify for the record two colleagues here. On my right is Lourdes Flaim, from our Decennial Planning Division and from the Commonwealth. To my left is the Deputy Director of the Census Bureau, Louis Kincannon. This is his sixth trip to the Commonwealth, dating back to the January 7 hearing in 1986 before this subcommittee.

We recognize, Mr. Chairman, that the census of Puerto Rico is an integral part and very important part of the Census Bureau's programs. The Census Bureau has included Puerto Rico in each United States decennial census beginning with the 1910 census. There are important similarities between the census here and on the mainland. For example, census day is the same date, April 1, 1990.

Next, the goals are much the same: To conduct an accurate census, a confidential census and in a timely and cost-efficient manner. To take a good census in Puerto Rico, we are developing procedures for the unique conditions that exist here. Governors of Puerto Rico traditionally appointed the Puerto Rico Planning Board to serve as the coordinating agency for the Commonwealth

census. We have been working very closely with the Planning Board under the direction of Engineer Patria Custodio.

We testified on earlier plans for the Census of Puerto Rico at a hearing here in January, 1986. During the 2½ years since then, we have consulted with the Puerto Rico Planning Board and other Commonwealth agencies on many of these issues. We continue these consultations as we near the completion of the plans for the census.

Briefly, for the remainder of my remarks, I will cover five topics: Planning, the questionnaire content, data collection, data processing and products, and the promotion of the 1990 census.

Our census staff have met with Puerto Rico officials directly over the past 3 years to plan the 1990 census. This represents a much earlier start to planning the census here than for 1980, when discussions between Census Bureau and Puerto Rico officials began about July 1978.

In early 1986, at the request of the Census Bureau, the Planning Board organized an Interagency Working Group with representation from Commonwealth agencies to make proposals on questionnaire content.

In late February 1988, our staff met with the Planning Board and the Interagency Working Group to discuss final recommendations for questionnaire content. They also met with officials to discuss plans for participation by the Commonwealth Government in promoting the census.

Finally, I will mention that we have a Census Advisory Committee on the Hispanic Population for the 1990 census, which has met biannually since 1986. Two members of the committee, Mr. Manuel A. Casiano, Jr. and Ms. Carmen Junco, are from Santurce. He is publisher of Caribbean Business News. She is general manager of the Centro de Bellas Artes. We appreciate their service on the committee as well as their contributions to planning the 1990 census of Puerto Rico. Often times during those meetings, it is the in-between meetings, during dinner or coffee, that we get a very valuable suggestion from both of those representatives.

On to questionnaire content. Since the February 1988 meeting to discuss final recommendations for the questionnaires, our staff have been working to integrate the recommendations into the questionnaires. We are working to finalize the questionnaires this summer. We need final comments from officials here by August 1.

There will be short forms and long forms, as there are stateside, available in Spanish and English. The content will be very similar to the stateside questionnaires, but with some differences in keeping with local needs and conditions. I give some illustrative examples in my written statement. All these differences reflect special data needs in Puerto Rico.

We expect to submit the questionnaires to the Office of Management and Budget for clearance in October and to have final clearance by the end of this year. This would be almost a full year earlier than for the 1980 census.

My third topic is data collection. We plan to conduct the census in Puerto Rico from an area office and up to nine district offices located throughout the Commonwealth. Our regional census center in New York City will work with the area office in supporting data

collection activities. We will hire all the management and enumeration staff here locally. Later this year, we plan to set up a special office in San Juan to translate our procedural manuals, training materials, and other materials into Spanish for use in the 1990 census of Puerto Rico. We will conduct the census here using the list/enumerate or door-to-door method that we also use stateside in some areas.

We examined the feasibility of using the mail-out/mail-back method, which we use to enumerate most housing units in the United States. We concluded that the list/enumerate methodology would be more effective.

We will conduct several quality checks to improve the coverage of persons and houses in the census. One of these is an independent advance listing of housing units that is matched to the enumerators' listings as a way to check the completeness of their work. Another check involves a second visit to units that enumerators classified originally as vacant to verify whether they were vacant or occupied on Census Day.

We will also ask local officials to review the census counts in the 1990 census Local Review Program, which will be conducted the same as it is stateside. We have sent letters announcing the program to each municipio. We are also working with the Puerto Rico Census Data Center to train municipio officials in how to get ready for and participate in the program. Our staff visited here this March to train the Census Data Center staff. Census Data Center staff will begin training municipio officials beginning in August.

My next topic is data processing and products. We plan to establish an office here to process the 1990 census questionnaires for Puerto Rico. This will help us to meet our goal—and the expressed need of data users here—for census data in a timely manner.

One of the major problems in the 1980 census was the delay in the release of census data products. This was true for the States as well as for Puerto Rico. To ensure consistency, the processing and tabulations for Puerto Rico were based on the stateside systems. Data for the states were processed first and then modifications were made in software, tables and specifications to process the Puerto Rico census questionnaires. A processing office here will mean that questionnaire processing for Puerto Rico can begin at about the same time as for the states.

The data products series for Puerto Rico will be similar to that for the states. We will make data available on computer tape, in printed reports, and on microfiche—just as we do stateside.

At the hearing here in January, 1986, we heard that Puerto Rico needs small-area population counts for redistricting, just as the States do. In April 1986, our staff met here with Puerto Rico officials, including the Chief Justice of the Supreme Court, to begin planning how to make these data available in a timely manner. We plan to provide these data by June 30, 1991—this is approximately 1½ years earlier than for the 1980 Census. Comparable data at the block level were not available for the 1980 census until December 1982.

My fifth topic is promotion. Public cooperation is the cornerstone of a good census, here as in the States. Without public cooperation, we could not have a complete count nor be able to produce accu-

rate data in a timely manner. A creative and ambitious promotion campaign is essential if we are to have good public cooperation. For the 1990 census, we plan an extensive, multifaceted promotion campaign.

As I mentioned earlier, we discussed outreach and promotion ideas with officials here in March 1987, February 1988 and in other meetings. I will discuss some of the key components of our promotion plan. These include advertising, a census education project, working with religious organizations and working with the commonwealth officials.

At the initiative of the Governor of Puerto Rico, we have developed a plan for the participation of the Commonwealth Government in the promotion of the census. Both the Commonwealth and the Census Bureau recognize the need for partnership in achieving a successful census.

The plan involves all levels and members of the Government of Puerto Rico in a broad-based promotional effort to focus the public's attention on the importance of the census and the need to cooperate. We appreciate the Governor's initiative in this important undertaking. I was able to tell him so at the recent convention of the national Puerto Rican Coalition honoree dinner in Washington. That covers the decennial census.

I wish to report briefly on our very important 1987 economic and agricultural census. Again, several of our witnesses mentioned this. Data collection activities for the economic censuses here started in April when we mailed questionnaires to a list of business establishments with paid employees. Four follow-up mailings have been conducted. A fifth is planned.

Data for business with no paid employees were collected on a sample basis by personal interviews completed last month. The agriculture census data are being collected this month. The Governor signed a proclamation declaring July as agriculture census month. This census is conducted by enumerators who canvass the island for agricultural activity. Data publications for economic and agricultural censuses will be available beginning in May, 1989. With the help and collaboration of the Commonwealth, we expect to have a successful agriculture census.

I am confident that working together we can make the 1990 census in Puerto Rico a success as well.

If you would like me to now, I might comment and add to some of the earlier issues.

Mr. DYMALLY. Yes.

Dr. KEANE. Mr. Nazario's lead-off testimony. We certainly understand and appreciate the vital data base for housing. I am using housing in a very broad way, both new and rehabilitative, both urban and rural, to which the census applies. And I noted that he stressed in his testimony concern about plumbing questions. We do have a three-part question, so this can be looked at as almost three questions on the 100 percent form.

The high-rise condition, we do plan again to ask on the 100 percent form a question on condominium status. On the sample form, there will be a question on airconditioning.

The Census Bureau is very aware of the housing component of the decennial census, and this is probably an appropriate time to

remind all of us again, that it is technically known as the population and housing census. Sometimes we forget that and think of it only as a population census. We do not, of course, at the Census Bureau.

On Mr. Mendez's testimony, I certainly agree with him, as do my colleagues, as to the importance of the educational and promotional campaign for the 1990 census. I mention that we plan to work with the schools, plan to work with the churches, businesses, local governments. We have been in contact with a number of mayors here. We have had continuing contact with government at all levels.

He made a good point, especially a point I would like to commend him for on the customization overall on promotional efforts, we are looking for a promotion agency here in the Commonwealth. Even though we have a hispanic agency in the States, we would like to find one here to help us on a localized basis.

Also his point about the possibilities of two public television stations very much merits our attention.

The Deputy Director, too, has met with the President of the University of Puerto Rico. I want to make that connection since we realize the importance of the educational community. Education is really perhaps the most important part of the overall promotion arm.

On the Planning Board's presentation, Lina Duenno's comments. We have been working with the Puerto Rico Planning Board. This is a very valuable partnership. This dates all the way back in connection with the 1990 census to March 1985, when the first public meeting was held here. We certainly share with the Planning Board the emphasis on timeliness. For instance, to help that along, we will have nine district offices here rather than eight, as we had in the 1980 census.

Our plans now, these are subject to final review, are to have a processing center here in Puerto Rico rather than as, I understand, in 1980 when it was processed in California. This time it will be processed here under our plan.

What all that means is since those are rather procedural and somewhat technical, the payoff is to have total population counts, data, voting age 18 and over data, and at the block level for small geographic areas in the Commonwealth available in June 1991.

The idea about census promotion and the stuffers and the monthly bills and so forth, the use of government workers, particularly the high proportion that they seem to represent in the Commonwealth, are well taken. We do intend to ask questions about the migration pattern. That is, activities within the past 10 years, recognizing how important it is to get detailed information on migration in and out of the Commonwealth, between the mainland and the Commonwealth.

The representative of the Secretary of Commerce, I will mention, confirms one thing, as you asked here that we do work closely and value that cooperation, and the point on timeliness I have attempted already to cover.

Louis, would you have anything additional?

Mr. DYMALLY. Dr. Keane, before your colleagues address the subject, could you tell us about confidentiality as it relates to the fear

of some undocumented residents and even recipients of benefit payments, that information might be passed along to other agencies? Can you address that issue?

Dr. KEANE. Well, the best way to address it is just head on and say flatly that there is no information on an individual address or individual name or family name that is passed on to anybody else. And only sworn-in census people are allowed to see that information and to handle that information, and only then as few as possible. Rather early in the process, the name and address are stripped from the questionnaire, so that data are separate from the name and address.

We stress confidentiality. All organizations have something that binds them together. Perhaps the most important binding agent of the Census Bureau is the care for confidentiality. It is the law, first of all, so we follow it. But perhaps the most important protection for anybody that is concerned about this is it is simply important to the Census Bureau. It is important in our self interest. We know we are not going to be able to do good censuses and surveys if we don't have the confidence of the public.

It stems from that reason, and it is buttressed by the law itself and many many years of protecting confidentiality and the privacy of individuals.

Mr. DYMALLY. How do you plan to approach the question of undocumented residency? Do you have a special problem there? Do you treat them as anybody else?

Dr. KEANE. We treat them as we do anybody else. It is more difficult at times because they may be more elusive, they may be homeless, they may be fearful. They may not know about this. And it is important in their self interest. This is always an area of concern.

As far as they are just as important as anybody else, our mandate is to count everyone at the usual place of residence.

Mr. DYMALLY. We hear a lot about the boat people. Except in these islands they are affluent, the boat people.

Dr. KEANE. We have no bias against the rich. We will count them as the others. Sometimes they can be elusive, too. I know you meant that somewhat facetiously. But they can be difficult also to a degree. There just doesn't seem to be as many rich in the world as there are poor in the world.

Mr. DYMALLY. Your colleagues, Dr. Keane.

Mr. KINCANNON. Thank you, Dr. Keane and Mr. Chairman.

Mr. DYMALLY. Just mention your name for the record.

Mr. KINCANNON. My name is Louis Kincannon, Deputy Director of the Census Bureau. It is a pleasure to have a chance to again review with the committee the planning for the 1990 census. I would like to touch on a few of the questions raised by other witnesses and express our appreciation for their contribution, particularly the details given by each witness and especially Mr. Nazario about the usefulness of housing data and other data in the work of the Commonwealth government, the Commonwealth and in local areas of government. It is going to be helpful to us when we present to OMB for its approval the proposed content for the questionnaire.

I believe that I am correct in saying that we have an agreement with the Planning Board, or are in the process of reaching final

agreement, about content. It will reflect the judgment of the Government of Puerto Rico about the needs for data in the Commonwealth. We will submit that proposal to OMB.

Our governing principle in developing content has been that if the Planning Board identifies the content item as a genuine need in Puerto Rico and we know how to collect that information, we will carry that out. That has been our planning principle.

The ideas suggested on training and on outreach by Mr. Mendez were very creative. I can assure you that the Census Bureau will be following up to explore the possibilities with the Foundation.

I give a special praise to the concrete examples of the uses made of the 1980 census data that Vice President Dueño provided. Those are useful examples. We are going to include them in our inventory that we use from time to time to illustrate the importance of the census throughout the country.

One issue that was mentioned by Ms. Dueño about the economic census had to do—and also by Ms. Lopez—had to do with the sample size for nonemployer data. I believe that we have agreed to consider requesting additional funding for the 1992 census to provide a 100 percent count there or a larger sample that would meet their needs. That will begin in the future. We do respect their concern for that need.

Ms. Lopez had several questions about content. What we determine to find will depend upon the Planning Board and what they have put together based on the interagency committee's work. We do plan in the census to ask about different sources of income because we recognize, and practice that, asking for given types of income from given sources doesn't prove the overall quality, though, in general, we continue to have undercoverage on and income items in the census. Income is a very difficult item to measure.

Finally, I would like to say that in my working on issues of the census in Puerto Rico, the level of interest and support of all the organizations, public and private, with which I have dealt has been extraordinarily high. The support of the Governor and the Planning Board, the support of the Mayors of all the cities we have worked with, especially San Juan, the largest city, the support that we have had from Chief Justice Pons and planning agencies and other municipalities around the island has been extraordinary and is an example that the mainland could follow well in improving the results of the census for the whole country.

Thank you, sir.

Mr. DYMALLY. Thank you very much.

Ms. FLAIM. Thank you, Mr. Chairman, Dr. Keane and Mr. Kincannon. My name is Lourdes Flaim, Chief, Puerto Rico and Outlying Areas Branch. I would like to thank all the witnesses for their contribution by giving us ideas on things that we can do. We would like to thank the Planning Board for their efforts. They have given us their support continuously.

We are in the process of finalizing the proposed questionnaire for Puerto Rico which Mr. Kincannon and Dr. Keane mentioned. We will be submitting it to the Office of Management and Budget within the next couple of months.

With regard to our outreach program, I would like to mention one point, we are planning a more extensive outreach program here in Puerto Rico, and hopefully by the end of this year we will have some information specialists assigned to our office here. They will start working with the different organizations. Some of the recommendations that we have received here today, for example, that we work with people in public housing projects, different smaller organizations throughout Puerto Rico—they will be working with all these organizations. Hopefully, that will improve the awareness of the census.

We would like also to thank the Mendez Foundation and the other witnesses, the Secretary of Commerce, the Secretary of Housing, and the Vice President of the Planning Board for the offers of help. We will keep those in mind and will probably be calling on them to help us out to do a good census.

Thank you, Mr. Chairman.

Mr. DYMALLY. Thank you very much. I want to express my deep thanks to Congressman Fuster and to the Presidents of the House and the Senate for making the facilities and staff available to us and to all our witnesses for coming in today.

[Whereupon, at 11:55 a.m., the subcommittee was adjourned subject to the call of the Chair.]

[The prepared statement of Dr. Keane follows. Also included for the record is a statement by Hon. Jose R. Jarabo, Speaker of the Commonwealth of Puerto Rico House of Representatives.]

DR. JOHN G. KEANE
DIRECTOR, BUREAU OF THE CENSUS

INTRODUCTION

Mr. Chairman, I am pleased to be here today to report on plans for the 1990 Census of Puerto Rico. The Census of Puerto Rico is an integral and very important part of the Census Bureau's programs. The 1990 census will mark the ninth decennial census of Puerto Rico. Spain ceded Puerto Rico to the United States in 1898 and Puerto Rico became a commonwealth in 1952. The U.S. War Department took a special census here in 1899 and the Census Bureau has included Puerto Rico in each U.S. decennial census beginning with 1910.

There are many important similarities between the census here and in the states. First of all, Census Day is the same--April 1. Second, the goals are much the same: to conduct an accurate, confidential census in a timely and cost-efficient manner. And third, census data will be put to many important uses here and in the states, including legislative redistricting, funds allocation, and planning at all levels of government and in the private sector. But to take a good census in Puerto Rico, we are developing procedures for the unique conditions that exist here.

In October 1958, the Bureau of the Census and the Commonwealth Government concluded a special agreement concerning the conduct of censuses in Puerto Rico. Each census thereafter has been conducted according to subsequent amendments to the basic 1958 agreement. Since then, governors of Puerto Rico have traditionally appointed the Puerto Rico Planning Board to serve as

the coordinating agency for the Commonwealth's census operations. We have been working closely with the Planning Board, under the direction of Engineer Patria G. Custodio, in planning the 1990 census here.

For the 1990 census, the Census Bureau plans to bear the cost of the census; to be responsible for hiring and training personnel; to prepare and distribute maps, supplies, and equipment; and to be responsible for questionnaire content, data tabulation, and publication. We testified on early plans for the Census of Puerto Rico at a hearing here in January 1986. In the 2 1/2 years since then, we have consulted with the Puerto Rico Planning Board and other Commonwealth agencies on many of these issues. We continue these consultations as we near the completion of plans for the census.

Today I will discuss five topics: (1) planning, (2) questionnaire content, (3) data collection, (4) data processing and products, and (5) promotion.

PLANNING

My first topic is planning.

Census Bureau staff have met with Puerto Rico officials frequently over the last 3 years to plan the 1990 census. This represents a much earlier start to planning the census here than for 1980, when discussions between Census Bureau and Puerto Rico officials began about July 1978.

As an official kick-off to planning the 1990 Census of Puerto Rico, the Planning Board organized a local public meeting held in San Juan on

March 5, 1985. About 175 persons representing government, academia, and the private sector, along with Census Bureau staff, attended to discuss questionnaire content, data products, and census procedures.

On January 7, 1986, Deputy Director Louis Kincannon testified before this Subcommittee on our early plans for the 1990 census. On that same day, he and key staff met with the Coordinator of the Puerto Rico Census Data Center to discuss census plans. The Planning Board is the lead agency for the Census Data Center.

In early 1986, at the request of the Census Bureau, the Planning Board organized an Interagency Working Group with representation from Commonwealth agencies to make proposals on questionnaire content.

In June 1986, over a 4 day period, key Census Bureau staff held seven meetings with the Planning Board and key Puerto Rican officials, including the Governor and the Chief Justice of the Supreme Court. In November 1986, Census Bureau staff held seven more meetings here to discuss our census plans with key officials. In March 1987, the Planning Board and the Library of the University of Puerto Rico's Mayaguez campus hosted meetings in San Juan and Mayaguez to discuss outreach plans for the census.

In late February 1988, our staff met with the Planning Board and the Interagency Working Group to discuss final recommendations for questionnaire content. They also met with officials to discuss plans for participation by the Commonwealth Government in promoting the census.

Finally, I will mention that we have a Census Advisory Committee on the Hispanic Population for the 1990 Census, which has met biannually since 1986. Two members of the Committee, Mr. Manuel A. Casiano, Jr. and

Ms. Carmen Junco are from Santurce. He is publisher of Caribbean Business News. She is General Manager of the Centro de Bellas Artes. We appreciate their service on the Committee as well as their contributions to planning the 1990 census of Puerto Rico.

QUESTIONNAIRE CONTENT

Next, I will discuss questionnaire content.

Since the February 1988 meeting to discuss final recommendations for the questionnaires, our staff have been working to integrate the recommendations into the questionnaires. We are working to finalize the questionnaires this summer. We need final comments from officials here by August 1.

There will be short and long forms, as there are stateside, available in Spanish and English. The content will be very similar to the stateside questionnaires, but with some differences in keeping with local needs and conditions. I will not review all the differences here today, but will give some illustrative examples.

For example, at the recommendation of officials here, we do not plan to ask the questions on race or Hispanic origin. Otherwise, the population questions asked of everyone will be the same as those stateside: name, relationship to householder, sex, age, and marital status. For the population questions asked only of a sample of persons, we plan to ask several questions that are not asked stateside: parents' place of birth (instead of ancestry), vocational training, literacy, and residence and activity in the states in the last 10 years.

There are differences among housing questions, too. For example, we plan to include questions on the construction material of the house and the condition of the unit; and on the presence of air conditioning and the number of bathrooms, which we are dropping from the stateside questionnaire for 1990. We will not ask about heating fuel. Also, we plan to ask three separate questions on the presence of plumbing facilities (instead of the one combined question for the states). We plan to ask the plumbing questions on a 100-percent basis, instead of on a sample basis, as we will in the states. All these differences reflect special data needs in Puerto Rico.

We expect to submit the questionnaires to the Office of Management and Budget for clearance in October and to have final clearance by the end of this year. This would be almost a full year earlier than for the 1980 census.

DATA COLLECTION

My third topic is data collection.

We plan to conduct the census in Puerto Rico from an area office and up to 9 district offices located throughout the Commonwealth. Our regional census center in New York City will work with the area office in supporting data collection activities. We will hire all the management and enumeration staff here locally. Later this year, we plan to set up a special office in San Juan to translate our procedural manuals, training materials, and other materials into Spanish for use in the 1990 census of Puerto Rico.

We will conduct the census here using the list/enumerate or door-to-door method that we also use stateside in some areas. Under this method, mail carriers will deliver short-form census questionnaires to each housing unit a few days before Census Day, April 1. We will ask householders to complete the forms and hold them for enumerator pick-up. In areas without carrier delivery, questionnaires will be available where people pick up their mail. Near Census Day, the enumerators list the complete address and related information for each housing unit and pick up the completed questionnaires for the household. If the occupants have not completed the questionnaire, the enumerator conducts the interview. At every sample address, the enumerator completes a long-form questonnaire. In summary, this procedure uses a combination of self-enumeration and personal interviews.

We examined the feasibility of using the mail-out/mail-back method, which we use to enumerate most housing units in the United States. Our examination included an evaluation of address lists obtained from several sources in Puerto Rico. The results of the evaluation showed that, at this time, we cannot assign geographic codes to addresses by computer for Puerto Rico using our existing programs. Clerical geocoding was considered, but it would be very expensive and the necessary reference materials currently are unavailable. We therefore concluded that the list/enumerate methodology would be more effective.

We will conduct several quality checks to improve the coverage of persons and houses in the census. One of these is an independent advance listing of housing units that is matched to the enumerators' listings as a way to check the completeness of their work. Another check involves a second visit to units that enumerators classified originally as vacant to verify whether they were vacant or occupied on Census Day.

We will also ask local officials to review the census counts in the 1990 census Local Review Program, which will be conducted the same as it is stateside. We have sent letters announcing the program to each municipio. We are also working with the Puerto Rico Census Data Center to train municipio officials in how to get ready for and participate in the program. Our staff visited here this March to train the Census Data Center staff. Census Data Center staff will begin training municipio officials beginning in August.

DATA PROCESSING AND PRODUCTS

My next topic is data processing and products.

We plan to establish an office here to process the 1990 census questionnaires for Puerto Rico. This will help us to meet our goal--and the expressed need of data users here--for census data in a timely manner.

One of the major problems in the 1980 census was the delay in the release of census data products. This was true for the states as well as Puerto Rico. To ensure consistency, the processing and tabulations for Puerto Rico were based on the stateside systems. Data for the states were processed first and then modifications were made in software, tables, and specifications to process the Puerto Rico census questionnaires. A processing office here will mean that questionnaire processing for Puerto Rico can begin at about the same time as for the states.

The data products series for Puerto Rico will be similar to that for the states. We will make data available on computer tape, in printed reports, and on microfiche--just as we do stateside.

At the hearing here in January 1986, we heard that Puerto Rico needs small-area population counts for redistricting, just as the states do. In April 1986 our staff met here with Puerto Rico officials, including the Chief Justice of the Supreme Court, to begin planning how to make these data available in a timely manner. Subsequently, Puerto Rico participated in a program to identify map features that could be used as boundaries for census blocks--the smallest geographic areas for which we tabulate data in the decennial census. New for 1990, we will delineate census blocks for all of the states, Puerto Rico, and the Outlying Areas. Puerto Rico also participated in a program to delineate groups of blocks, which are used as tabulation areas. We also have invited Puerto Rico to participate in a separate program to outline groups of whole census blocks comprising each voting district. We plan to provide by June 30, 1991, the total number of persons, the number of persons 18 years old and over, and the total number of housing units for small geographic areas (including voting districts and blocks). Comparable data at the block level were not available for the 1980 census until December 1982.

PROMOTION

My fifth topic is promotion.

Public cooperation is the cornerstone of a good census, here as in the states. Without public cooperation, we could not have a complete count nor be able to produce accurate data in a timely manner. A creative and ambitious promotion campaign is essential if we are to have good public cooperation. For the 1990 census, we plan an extensive, multifaceted promotion campaign in Puerto Rico.

As I mentioned earlier, we discussed outreach and promotion ideas with officials here in March 1987, February 1988, and in other meetings. I will discuss some of the key components of our promotion plan.

Advertising

We are exploring the possibility of contracting with an advertising agency in Puerto Rico to develop a public service advertising campaign directed to the Puerto Rican public. The campaign ads would run on television and radio and in newspapers.

Education Project

We plan to have a census education project for Puerto Rico in 1990. The objective of this project will be to generate awareness, understanding, and appreciation of the role of the census among students, their teachers, and parents. We will develop a set of teaching materials in Spanish and work with education officials here to promote the use of the materials in the schools.

Religious Organizations

We will seek the support of religious organizations in urging the public to cooperate with and participate in the census. We will ask their advice on how best to encourage their members to participate. And we will ask their help in distributing promotional materials, assisting their members in filling the questionnaires, recruiting candidates for temporary census jobs, and providing space for testing and training census workers.

Mayors

We are meeting with the mayors of selected municipios to discuss mutual concerns about the 1990 census and possible joint efforts for encouraging a municipio's population to be counted in 1990. To ensure ongoing contact between the municipios and Census Bureau staff, we are asking the mayors to appoint high-level liaisons. We are committed to working with the municipios to prevent foreseeable problems in the 1990 census and to be able to solve any unforeseen ones as they arise.

We will ask municipios to help promote the census. One way to do this is to set up a committee of local leaders or use existing means to generate local publicity. We believe that local publicity is an essential complement to the other programs and projects we are initiating because different themes or activities will be effective in different areas.

Commonwealth Government

At the initiative of the Governor of Puerto Rico, we also have developed a plan for the participation of the Commonwealth Government in the promotion of the census. Both the Commonwealth and the Census Bureau recognize the need for partnership in achieving a successful census. The plan involves all levels and members of the Government of Puerto Rico in a broad-based promotional effort to focus the public's attention on the importance of the census and the need to cooperate. We appreciate very much the Governor's initiative in this important undertaking.

Mr. Chairman, that concludes my remarks on the decennial census. But I will close with a brief report on our very important 1987 Economic and Agriculture Censuses.

Data collection activities for the economic censuses here started in April when we mailed questionnaires to a list of business establishments with paid employees. Four follow-up mailings have been conducted to encourage response. The Puerto Rico Planning Board and the Puerto Rico Department of Commerce have participated in awareness campaigns to coincide with our mailings. We believe this action will help to reassure the business community about the benefits of the economic censuses and increase their understanding about how the data from these censuses are used. One more follow-up mailing is scheduled before closing out data collection efforts at the end of July. Data for businesses with no paid employees were collected on a sample basis by personal interviews completed last month.

The agriculture census data are being collected this month. The Governor has signed a proclamation declaring July "Agriculture Census Month." The census is conducted by enumerators who canvass the island for agricultural activity.

Processing for both the economic and agriculture censuses is being done in a processing office here in San Juan. Satellite communications between our headquarters and the San Juan processing office allow computer programmers and data analysts at our headquarters offices to gain access to the computer system here and to monitor operations.

Data publications for both the economic and agricultural censuses will be available beginning in May 1989.

With the help and collaboration of the Commonwealth Government, we have had successful economic censuses here and expect to have a successful agriculture census. I am confident that working together we can make the 1990 Census of Population and Housing here a success as well.

STATEMENT SUBMITTED BY
THE HONORABLE JOSE R. JARABO, SPEAKER,
HOUSE OF REPRESENTATIVES, COMMONWEALTH OF PUERTO RICO

TO THE SUBCOMMITTEE ON CENSUS AND POPULATION
COMMITTEE ON POST OFFICE AND CIVIL SERVICE
U.S. HOUSE OF REPRESENTATIVES

Hearing on the Census Bureau's
"Plans for Conducting the 1990 Census in the
United States Territories and Outlying Areas"

Held on Hearing Room #1
P.R. House of Representantives
San Juan, Puerto Rico

July 6, 1988

Chairman Mervyn M. Dymally, members of the subcommittee, visitors all. On behalf of the House of Representatives of the Commonwealth of Puerto Rico, please receive our warmest welcome to our island. It is our pleasure to host these hearings of the Subcommittee on Census and Population of our sister body, the United States House of Representatives.

We understand the Subcommittee on Census and Population will hear testimony today on the final content of the 1990 census questionnaires for the Commonwealth of Puerto Rico. We have some brief comments we want to share today with the Subcommittee concerning several issues related to the census which we consider of outmost importance.

Puerto Rico has had in the past a special questionnaire for the census, one more specifically addressed to the needs of a country such as ours, which still is in the process of economic development. It is of crucial importance that this special questionnaire be maintained. It provides

the basic information needed for the planning process to address housing, infrastructure, education and other multiple social and economic problems. Items in the questionnaire, for example, regarding housing conditions, type of construction, sanitary facilities, type of energy used, literacy levels, place of residence 10 years ago, provide us with basic data on housing and infrastructural needs, migratory patterns, education problems, and other socio-economic needs and problems not otherwise available and provide us with development indicators, all basic variables considered in drafting development policies and making decisions on resource allocation.

Additionally, it is important to retain the provision of this data for small geographic areas, such as blocks, block groups, block numbering areas, census tracks, and definitely by barrio and municipio levels. The implementation of any pertinent planning process requires specific information for specific areas. At present, the census is the only source of reliable data at these smaller geographic levels.

A second issue of importance is the reliability of census data. The precise accountability of the population is of crucial importance for the redistribution of electoral districts, their representativity and of course for the allocation of federal funds. The experiences with the 1980 census, when the reliability of the census population figures were seriously questioned, should not be repeated. In addition to whatever technical procedures the Census Bureau is contemplating to reduce the overall undercount, a strong promotion and outreach campaign should be planned for the general population and specifically for the hard to enumerate areas and groups in Puerto Rico. This campaign should be

focused on increasing awareness of the census procedures in the population and hopefully increasing participation.

Another negative experience of the 1980 census, the tardiness with which the census data became available, should be avoided in this coming effort. In 1983 we still did not know the social and economic characteristics of the population. Full access to census data was a reality after 1985. This situation should not be repreated in this coming census as it seriously hinders government activity in planning, policy and decison-making.

Thank you.

PRESENTATION BY THE PRESIDENT OF THE SENATE
HON. MIGUEL A. HERNANDEZ AGOSTO
BEFORE THE SUBCOMMITTEE ON CENSUS AND POPULATION
U. S. HOUSE OF REPRESENTATIVES

July 6, 1988

Hon. Mervyn M. Dymally
Chairman

May you and your distinguished colleagues of the Subcommittee on Census and Population be welcome to our beloved Puerto Rico. It is my sincere desire that you may enjoy our traditional hospitality as you comply with your official duties.

Allow me the opportunity to recognize publicly the prompt attention that the Bureau of the Census gave to our request, presented to this Subcommittee back in 1986, so that the census tract units be, if possible, equivalent to our electoral units. The idea was to expedite the production of the population statistical data relevant to the electoral redistribution after the 1990 Census.

As you may know, I am a member of the Electoral Redistribution Board which has the constitutional mandate of revising the geographic boundaries of our representative and senatorial districts after each decennial population census. As our Commission struggled with the problem of how to restructure the districts of our electoral organization,

we realized that the task could be considerably simplified if efforts were made to produce, if possible, an equivalence between the census tract units and our local electoral units.

Our request to you was properly transferred by your Subcommittee to the Bureau of the Census. The Bureau set up a Block Boundary Definition Project -BBDP which had completed its task by September 1986, as I have been reported. May I thank both -the Subcommittee and the Bureau for this deference.

The second subject that I wish to address now relates to the request formulated by the representative of the Puerto Rico Planning Board, Mrs. Liana Dueño. As of this date, it is my understanding that no formal appoval has been granted to the questionnaire to be used in compiling our 1990 Population Census.

We are aware that a series of questions have been retained in our questionnaire that have been disregarded for the States. I can understand the ever present "compulsion to cut" funds at OMB on the basis of their statutory responsibilities; yet I must insist on the importance of retaining the collection of the data which we carry in our local Census.

The Housing and Population Census is the most comprehensive statistical data compiled every ten years in Puerto Rico. The local and Commonwealth governments, and

all the sectors of our economy: manufacturing, tourism, commerce, agriculture, construction, financing and banking and the like are dependent on this valuable data to formulate their plans, to explore feasible ventures and to make investment decisions.

We are interested to know how our population shifts from the rural to the adjacent urban areas, or how it is displaced to metropolitan areas or leave the island to establish their homes in any of the fifty States of the Union or elsewhere.

We are anxious to know the relative changes in the course of the decade in the population distribution by sex, age, education, income and related characteristics which facilitate our understanding of the variable character of our Puerto Rican community. As our young and better educated talents settle in the States, we wish to know what may be the prospects for those of us who decide to remain in this enchanted island.

Changes of an economic or social nature may have a different impact upon the nature of the demand for public services and investment in infrastructure. It assists us in setting up our economic, social physical or financing objectives and priorities. Most importantly, this mass of statistical data gives us the red signal concerning those members of our community, or of our geographical areas, or

of our capital outlays, specially housing, which lag in their personal development or in their availability to improve the quality of community life, among others.

As we strive to lead our people towards the mainstream of our economic and social well being, we will be needing the retention of all the questions which provide us the bench-marks of our societal and economic growth. Thus our insistence in retaining the questions pertinent to the housing conditions, the type of home construction, the sanitary and bathroom facilities, housing in condominiums presently collected.

We are also in dire need of retaining the questions related to where was your residence ten years ago, literacy, vocational educations among others.

Please keep in mind that, in spite of the big steps that we have taken in modernizing Puerto Rico, still only slightly more than 50% of our households have trascended the poverty level as defined by the Bureau of the Census. This staggering fact is a clear indicator as to where we presently stand in such basic areas as housing, health and education.

We strongly support the request of our local Census Coordinator, the Puerto Rico Planning Board, as stated by Mrs. Dueño. We urge that you may use you influence to preserve the mostvaluable source of information which the present series of the Housing and Population Census represent to us.

I wish to call again upon you our demand that the census data be available to us promptly. It does not serve well the purpose of this national effort to conduct the Housing and Population Census if the final tabulations are rendered three or four years after the count is made. We wish that this information be something much more meaningful than a historic record of our population count. We request that your Subcommittee take the necessary steps which may assure that the Bureau of the Census has available the necessary resources to satisfy our local Census data needs.

Lastly, I take this opportunity to ask your full backing to our claim that the Bureau of the Census be authorized to collect the data which it presently collects for the States regarding the state of recreation in the Nation.

A privately constituted advisory committee which serves the President of the Senate on the important subject of quality of life in Puerto Rico, has made me aware that such report is produced at the State level. I am urging the Subcommittee, on behalf of this advisory group, that the Bureau of the Census extends to us the benefits of this five years census on recreation.

As a legislator, I know that your Subcommittee receives many more requests for services than those which you can take care of. This is the experience in Puerto Rico and I am sure it applies just as well to the United States Congress. Please be aware that we have limited our request for your assistance only to those areas for which we have a legitimate need.

Thank you.